DOCUMENT RESUME

ED 392 899 CE 071 006

TITLE	Report on the Status of Summer Youth Employment Programs. Final Report.
INSTITUTION	Westat, Inc., Rockville, MD.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, D.C.
PUB DATE	Dec 95
NOTE	79p.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	*Disadvantaged Youth; *Employment Opportunities; *Employment Programs; Federal Programs; National Surveys; *Private Sector; Program Effectiveness; Public Policy; Urban Areas; *Youth Programs
IDENTIFIERS	*Summer Youth Employment Program

ABSTRACT

Representatives of 50 Service Delivery Areas (SDAs), including the nation's 20 largest urban SDAs, were interviewed by telephone to determine the extent to which disadvantaged youth are likely to find summer jobs in the private sector in the absence of the Job Training Partnership Act (JTPA) Title IIB (Summer Youth Employment and Training Program [SYETP]) funding and to find ways of encouraging private firms to hire disadvantaged youth. Only a limited number of summer employment programs were found to be currently available outside the SYETP program. It was estimated that fewer than 25% of youths currently enrolled in SYETP would have been able to find jobs without the program. According to the SDA representatives interviewed, it is unlikely that the private sector will continue provide a significant portion of the jobs currently funded by JTPA in the absence of the SYETP program. Publicly recognizing participating firms and enlisting business organizations in job development and promotion efforts were considered the most effective approaches to eliciting increased private sector hiring of economically disadvantaged youth in the future. (Appendixes constituting approximately 60% of this document contain lists of the 50 SDAs surveyed and 20 urban SDAs with the highest enrollments and descriptions of SYETP activities in each SDA.) (MN)

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REPORT ON THE STATUS OF SUMMER YOUTH EMPLOYMENT PROGRAMS

-- Final Report --

Prepared for:

U.S. Department of Labor
Employment and Training Administration
Office of Policy and Research

Prepared by:

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Rockville, Maryland

December 1995

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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REPORT ON THE STATUS OF SUMMER YOUTH EMPLOYMENT PROGRAMS
-- Final Report --

Executive Summary

This is a report on a series of telephone interviews with representatives of 50 SDAs, including the nation's 20 largest urban SDAs, that sought to determine the extent to which, in the absence of JTPA IIB funding, disadvantaged youth are likely to find summer jobs in the private sector, and how private firms can be encouraged to provide employment for these youth.

On the basis of the interviews, we concluded that:

- Only a limited number of summer employment programs are currently available for disadvantaged youth outside of the IIB program. Efforts by the SDAs to solicit private sector jobs and business-led summer jobs campaigns exist in most SDAs but have yielded only a small number of jobs compared to the unmet demand for summer employment. Most jurisdictions do not have state or local-government funded summer jobs programs, and ES summer placement activity appears to be limited.

- Probably fewer than 25 percent of the young people currently enrolled in IIB would have been able to find jobs without the program. This problem would have been particularly severe for 14-15 year olds.

- In the absence of the IIB program, it is unlikely that the private sector will provide a significant portion of the jobs currently funded by JTPA.

- SDAs consider the most effective approaches to eliciting increased private sector hiring of economically disadvantaged youth in the future to be public recognition of participating firms and enlisting business organizations in job development and promotional efforts.

These findings suggest that, under present circumstances, it is likely that the large majority of the 600,000 disadvantaged youth who would have been employed under IIB next summer will be jobless. They will join the hundreds of thousands of unemployed youth who apply annually for IIB but for whom slots are not available. More than twice as many youth apply for the IIB program as are able to be enrolled. Private sector hiring and state and local government programs -- at their current level -- will not come close to taking up the slack.

1. Introduction

1.1 Background and Purpose of the Study

Under Title IIB of JTPA, the Summer Youth Employment and Training Program (SYETP) funds over 600,000 summer jobs for economically disadvantaged youth nationwide each year. The SYETP is the single largest provider of public sector jobs for economically disadvantaged youth in the country, and it is one of the key providers of public sector summer employment for youth as a whole. Recent reviews of the program by the Department of Labor's Office of the Inspector General (1992) and by Westat, Inc. (1993) reached generally positive conclusions, particularly with respect to the program's work experience component. The Inspector General's report found that "with few exceptions the SDAs managed successful work programs....Participants were productive, interested, closely supervised, learned new skills they could apply to their schoolwork and took pride in their employment." Westat reached the same conclusions regarding the work experience provided by the program.

The Department seeks to determine whether youth who would have been enrolled in IIB are likely to find summer jobs in the private sector in the absence of the program and how private firms can be encouraged to fill the employment gap that will be created by rescission of summer program funding.

There is evidence from the Current Population Survey (CPS) and the 1993 Westat study that, even with the availability of the IIB program, the number of youth seeking summer employment far exceeds the number of job opportunities. Data from the Westat study indicated that youth enrolled in the 1993 IIB program felt that they would not have found summer jobs if the program did not exist.

The purpose of this study is to provide information on the current availability of summer employment programs for disadvantaged youth outside of IIB and to focus particularly on three key issues concerning the future summer employment prospects for disadvantaged youth:

- Of those youth enrolled in IIB, how many would have been able to find a summer job without the program?
- To what extent will private sector firms provide summer jobs in the future to make up for the absence of the IIB program?

- Which approaches would be most effective in eliciting greater private sector participation in the hiring of economically disadvantaged youth for the summer?

The current non-IIB summer employment programs or initiatives reviewed were: efforts by SDAs to solicit private sector jobs for IIB-eligible youth or youth generally; summer jobs programs funded by state or local governments; special private sector-initiated summer employment programs; and summer job placement by the Employment Service (ES).

1.2 Study Approach

This report is based on information gathered from telephone interviews with respondents in 50 service delivery areas (SDAs) during the period mid-July to mid-August 1995. The SDAs reflect wide geographic and demographic diversity nationally and include the nation's 20 largest urban SDAs. Taken together, the 50 SDAs included in the study enrolled just under 140,000 participants in the summer of 1995, or approximately one-fourth of total SYETP enrollment nationwide. Among the 50 SDAs, the 20 largest urban sites themselves represented about 107,000 participants, or about 18 percent of total SYETP enrollment.

In each SDA, interviews were held with the following individuals: a staff person responsible for the IIB program; a staff person in the mayor's office or in another agency who was knowledgeable about the full range of IIB and non-IIB summer employment programs; coordinators of non-IIB summer employment programs identified; and a representative of the Employment Service.

1.3 Contents of the Report

The report contains the following sections: the JTPA IIB program (focusing on current demand for the program, SDA efforts to solicit private sector summer jobs and future prospects for IIB youth to find alternative employment in the absence of the program); state and local-government funded programs; private sector programs; the Employment Service; and a summary of the report's findings. Appendix 1 lists the 50 SDAs represented in this study. Appendix 2 lists the 20 largest urban SDAs among the 50,

according to the size of their IIB program enrollments in 1993. Appendix 3 contains profiles of summer programs in each of the 50 SDAs covered by this report.

2. The JTPA Title IIB Program

2.1 Current Demand for IIB Program

The demand for IIB jobs far exceeds supply. In the 50 SDAs contacted, an estimated 139,200 youth were enrolled in the IIB program this summer. The number of available IIB jobs was far short of the number of disadvantaged youth seeking summer employment. Only 41 percent of those who applied for these jobs were actually enrolled.

Almost half of the youth in the program are 14-15 years old. Approximately 46 percent of the enrollees were 14-15. As will be noted below, youth in the 14-15 year old age bracket would have the greatest difficulty in finding summer employment in the absence of the IIB program. This percentage represents an increase from the 40 percent reported in the mail survey conducted for the 1993 Westat study. The increase may reflect DOL's continuing policy emphasis on including an academic component in SYETP. The 1993 Westat study found that 14-15 year olds are more likely than older youth to be enrolled in the academic component of the program. Most of those who took an academic component coupled it with work experience, though a small number took an academic component only.

2.2 SDA Role in Soliciting Private Sector Jobs

In the large majority of SDAs, there is a concerted effort to solicit summer jobs from the private sector. Typically, either the Mayor's office (JTPA or youth office staff) or the Private Industry Council (PIC) takes the lead in these activities. However, in some large cities, such as New York, this activity is led by private sector organizations, such as the New York City Partnership. These special programs are discussed in Section 4. In the large majority of these efforts, jobs are solicited for youth generally rather than only for IIB-eligible youth. These solicitation activities usually involve radio and TV ads, mass mailouts and personal and telephone canvassing.

With a few notable exceptions, these efforts have met with only limited success. While data on the number of youth hired through these efforts are not available, comments from SDA respondents indicate that, in general, they have yielded only a small number of jobs. Notable exceptions among the cities contacted included Chicago and Buffalo. In both cases, the mayor was heavily involved in successfully soliciting job pledges from the business community, commencing with a kick-off breakfast for the city's business leadership. Another example was New Haven, Connecticut, where a community-wide marketing effort involving the PIC, the local chamber of commerce and other organizations resulted in the addition of 600 private sector or private-sector funded public summer jobs to the 800 funded under IIB.

Where firms declined to hire youth for the summer, the reason most frequently given was that, for economic reasons, they have reduced their summer hiring this year. Firms also frequently indicated that they do not have jobs that would be appropriate for summer youth.

Some SDAs placed youth in for-profit firms under the IIB program. Under IIB, subsidized employment in private for-profit firms is restricted by statute. However, 27 SDAs reported that a small number of IIB youth were placed in private firms, as interns, under recent changes in the JTPA regulations.

2.3 Possibility of Employment in the Absence of IIB

According to SDA staff, it is unlikely that many IIB youth would have found alternative employment in the absence of IIB. In the large majority of SDAs surveyed (40 out of the 49 who responded to this question), SDA staff estimated that 75 percent or more of the youth currently enrolled in IIB would not have found summer jobs if the program did not exist. Estimates by New York City, St. Louis, and Billings, Montana, although rough, were the most optimistic; staff estimated that 50 percent of the youth would have found summer jobs if IIB were not available. By contrast, six SDAs felt that none of their IIB enrollees would have found alternative employment.

Youth 14-15 would be particularly hard-hit. All of the SDAs surveyed agreed that 14-15 year olds would have a harder time than older youth in finding a job in the absence of IIB. They indicated that this

was primarily because employers feel that these youngsters are simply not job-ready in terms of either skills or maturity. Child labor law restrictions were also frequently cited.

An insufficient number of jobs and -- especially in the case of 14-15 year olds -- lack of qualifications are the primary reasons IIB youth would fail to find alternative employment. These two factors were cited by most SDAs as very important reasons for their pessimistic summer employment forecasts for IIB youth in the absence of the program. In addition, most SDAs felt that another factors was that these youth would not know how to look for a job.

The clientele of the SYETP by definition have barriers to employment that make it difficult to find summer employment. Several SDA officials emphasized that the unique purpose of the SYETP has been to reach young people who have no experience, skills or readiness for a job. Below are examples of the nature of these comments from two SDAs:

> By definition, our participants have limited skills and often possess significant barriers to employment. Those limitations will severely restrict their ability to obtain summer employment in the private sector. In our 1994 summer program, over 34% of our participants had a physical or mental disability....We also serve a high number of youth offenders, almost 7% in 1994.

> We target 14-15-year-olds who are in gangs or in trouble. It's part of our (crime and drug) prevention strategy.

The role of the SYETP was seen as a critical training ground to expose these youth to the world of work and equip them to secure employment in the future. Comments by SDAs elaborated on this theme:

> Firms are reluctant to hire (youth with) poor attitudes, inability to work in a team environment, inappropriate attire, and low self-concept....For these reasons, programs such as the Iowa Conservation Corps and JTPA are vital in helping transition youth.

> This is their first job. These are young people who don't understand necessarily what it means to have a job. Title IIB really is a training area for all these young people. It teaches them about the world of work, and has expectations that they are going to need work. They need to have experience so they can be competitive in the job market later on. A lot of private employers...are not going to want people for whom this is their first job. They want someone who can walk in and do the job.

2.4 SDAs' Perceptions Concerning Private Sector Hiring of Disadvantaged Youth in the Absence of IIB

With very few exceptions, staff in the SDAs who were most knowledgeable about local summer jobs programs felt that the private sector pickup of IIB youth, in the absence of the program, would be minimal. Of the 38 SDAs that responded to this question by estimating a percentage, 34 estimated that 25 percent or fewer of the number of the jobs currently available under IIB would be replaced by jobs in the private sector, paid for by private employers, if the IIB program were greatly reduced or eliminated. Looking further, of the 38 respondents, 25 -- half of the sites included in this study -- estimated that 10% or fewer of the IIB youth would be accommodated in private sector jobs. This subgroup of respondents included 13 of the 20 largest cities. The Chicago SDA representative had the most optimistic forecast. She felt that if contacts were started early enough (September), if city and county efforts were coordinated and if the campaign were handled properly, as many as 50 percent of the current IIB jobs could be replaced by private employers.

Summer employment specialists in the local offices of the Employment Service (discussed further in section 5, below) shared the pessimistic expectations of the SDAs; with one exception, their estimates of private sector pickup of IIB jobs ranged from none to one-third. The Portland, Oregon ES office estimated that 70 percent of the jobs would be replaced by the private sector.

Employers' lack of interest in hiring disadvantaged youth and economic factors are the principal reasons for this expected limited private sector response. In explaining their expectations for only limited private sector employment of IIB youth, SDAs most frequently cited firms' unwillingness to hire inexperienced, disadvantaged youth, particularly 14-15 year olds. As one SDA expressed it: "There's just no reason why a private for-profit employer would want to hire an age 14-16 unskilled kid. There's just nothing in it for the employer." Local economic factors, such as downsizing of firms, constituted the other most-commonly cited reason.

Transportation problems and a disparity between the nature of IIB jobs and private sector jobs were also cited by a number of SDAs. Several SDAs noted specifically that private sector employers tended to be located too far from the youths' neighborhoods and from public transportation. By contrast, SYETP agencies and organizations are more likely to be located in the youths' neighborhoods or along

local bus lines. A few SDAs perceived a disparity between the type of work offered by public sector agencies and that available in the private sector. As one SDA explained, "The types of jobs are not in areas that the private sector would subsidize" -- such as public school sites, city and county day camps, and public libraries.

Several SDAs based their low estimates on systematic efforts to involve the private sector that produced disappointing results. Several officials described a low response to campaigns that included mass mailings, TV public service announcements, segments on the local news, radio and newspaper announcements -- some including pictures of job candidates -- and presentations to industry groups.

A number of SDAs have well-established partnerships with the private sector in the interest of youth employment. The PIC is often the active entity representing private sector participation. For example, in Des Moines, Iowa and Tampa, Florida, more youth hold summer jobs through private sector programs than through publicly-sponsored programs. As another example, Cleveland's DOL-sponsored Youth Opportunities Unlimited program is organized such that some three thousand youth hold jobs with hundreds of private sector employers during the school year as well as in summer. Still, estimates of the number of additional SYETP participants that the private sector could be expected to pick up are low.

Notably, respondents in San Francisco and Boston pointed to campaigns and partnerships that had achieved substantial participation and hundreds of private sector summer jobs -- and then emphasized that at this point private employers cannot be expected to do more. Boston highlighted what was agreed to be a highly successful campaign, and stressed that "the PIC cannot do more than it is doing." San Francisco's assessment of its effort, which also produced a large number of jobs, was cast more bleakly:

> Every year we have set out a targeted number of jobs that we want to get for kids in the private sector -- the jobs we need in addition to the IIB jobs. We have not been able to meet those targets....So we have a much greater demand for jobs than we have been able to deliver. I imagine that this will continue. Since we have not been able to do it in past years, the expectation that we would be able to find 2,400 more jobs or even 200 more jobs to cover kids who used to be covered seems unreachable to say the least.

Six SDAs forwarded unsolicited comments foreseeing serious consequences of elimination of the IIB program in their communities, the main points of which are captured by these examples from four of the SDAs:

> It would be a horror show if JTPA were reduced.... For the last 20 years this has been the only transition program for kids....These kids can't be idle....If we cut the program, we will end up spending more tax dollars on prisons.
>
> The 14-15-year-old group has been involved increasingly in the criminal justice system. Kids need something structured.
>
> We cannot tell our youth to say no to crime and drugs without giving them something to say YES to. Jobs are the answer.
>
> If the funds are eliminated, these youth will be on the streets with idle hands, and we all know what that can lead to. Employers in the private sector cannot/will not make up the difference. So do we then spend the money on jails and prisons?

SDAs suggested incentives that might induce greater private sector hiring of disadvantaged youth for summer jobs. In considering approaches that might be effective in encouraging increased private sector hiring of summer youth, the 49 SDAs that responded to this question suggested two types of activity most frequently: (a) providing public recognition for participating firms through media exposure and events such as awards ceremonies (38 SDAs) and (b) enlisting business organizations in job development/promotional efforts (36 SDAs). Most SDAs also felt that the following approaches would be effective: promotional efforts by the Mayor's office (34 SDAs); providing wage subsidies (36 SDAs); providing orientation to youth prior to referral (33 SDAs); and recruiting and screening youth prior to referral (31 SDAs). Several SDAs stressed the importance of "one-on-one" soliciting and orientation of CEOs and other business leaders.

3. State and Local Government-Funded Programs

Most SDAs surveyed did not have other public sector- funded summer employment programs. In some states and cities, state and local legislatures have enacted their own summer employment programs. These programs may or may not have the same eligibility and other guidelines as IIB. Of the 50 SDAs surveyed, 17 had summer employment programs funded by state or local governments. Of these,

four SDAs had state-funded programs; the others were either city or county-financed. The programs were generally small, with enrollment in the hundreds or less. The largest programs were in the District of Columbia (6,500 enrollees), Chicago (3,700 enrollees), Boston (3,200 enrollees) and San Diego (3,000 enrollees). Most of the programs were not limited to the economically disadvantaged.

4. Private Sector Programs

Most of the SDAs surveyed had special private sector summer employment programs. According to the CPS, the large majority of youth who find summer jobs are hired by firms in the private sector. This hiring takes place, in large part, through the normal operation of the labor market. However, in some communities, the private sector has undertaken special, organized efforts to provide summer jobs for youth. We were able to identify such programs in 24 of the 50 SDAs we contacted. Several of these communities had more than one program. The leadership of these initiatives varied and included organizations such as the PIC, the Urban League, the local Chamber of Commerce, and special business organizations that focus on urban problems such as the Greater Philadelphia Urban Affairs Coalition and the New York City Partnership.

Where such programs exist, they involve only a small number of youth and are generally not limited to the disadvantaged. In all but a few SDAs, enrollment in these programs numbers in the hundreds or less. For example, one of the larger programs we identified was "Jobs for Youth" in San Francisco, led by the PIC, which has enrolled 600 youth in private sector jobs, summer and year-round since January. However the director of the program cautioned:

> While Jobs for Youth is very proud of its accomplishments to date in harnessing the resources of the private sector, this program is not a viable alternative to the Summer Youth Employment and Training Program. [Emphasis in original text.]

In three SDAs -- Boston, Cleveland and Los Angeles City -- hiring through these programs is in the 2,000 - 3,000 range. While the large majority of these programs are not limited to the disadvantaged, they do tend to target low-income youth. Staff estimate that roughly two-thirds of the youth hired by private firms through these programs are economically disadvantaged.

The programs had far more applicants than available jobs. The sponsoring organizations estimate that fewer than half of the youth who applied to these programs could be placed in jobs. According to these organizations, the principal reasons for the limited employer response is that they either do not have jobs appropriate for youth or that have cut back summer hiring this year for economic reasons. This is consistent with the experience of SDAs who solicited the private sector to place II-B eligible youth, as discussed in section 2.2.

5. Employment Service (ES)

ES offices in the large majority of cities refer youth to summer jobs but the level of placement activity appears to be low. In the course of their labor exchange activities, local ES offices receive summer job openings from employers and refer youth to these jobs. We were able to contact ES representatives in 46 of the 50 SDAs contacted. In 39 of these 46 SDAs, ES offices indicated that they referred youth to summer jobs. The remaining seven either deferred to the local PIC or JTPA agency with respect to summer hiring or did not keep separate records on summer placement activity. The available ES data on summer job applicants and placements were sketchy. However, it was our impression that ES placement of youth in summer jobs was limited, rarely exceeding several hundred placements in the large majority of SDAs.

6. Summary of Findings

These findings suggest that, under present circumstances, it is likely that the large majority of the 600,000 disadvantaged youth who would have been employed under IIB next summer will be jobless. They will join the hundreds of thousands of unemployed youth who apply annually for IIB but for whom slots are not available. Private sector hiring and state and local government programs -- at their current level -- will not come close to taking up the slack.

- Only a small number of summer employment programs are currently available for disadvantaged youth outside of the IIB program. Efforts by the SDAs to solicit private sector jobs and business-led summer jobs campaigns exist in most SDAs but have yielded only a small number of jobs compared to the unmet demand for summer employment. Most jurisdictions did not have state or local-government funded summer jobs programs

and, where such programs existed, they provided only a very limited number of job opportunities. The summer placement activity of local ES offices also appears to be modest, at best. Thus, in most areas, the combined effect of these non-IIB programs is to provide only a minimal supplement to the IIB program.

- It is estimated that only a small proportion (probably fewer than 25 percent) of the young people currently enrolled in IIB would have been able to find jobs without the program. This problem would be particularly severe for 14-15 year olds. The principal barriers to alternative employment faced by these youth are an insufficient number of jobs and -- especially in the case of 14-15 year olds -- lack of qualifications for employment.

- In the absence of the IIB program, it is unlikely that the private sector will provide a significant portion of the jobs currently funded by JTPA. The best estimates of the large majority of SDA staff who are most knowledgeable about local summer jobs programs is that fewer than 25 percent of the current number of IIB jobs would be replaced by private sector jobs paid for by private firms.

- SDAs consider the most effective approaches to eliciting increased private sector hiring of economically disadvantaged youth in the future to be public recognition of participating firms and enlisting business organizations in job development and promotional efforts.

APPENDIX 1

1995 SUMMER YOUTH EMPLOYMENT PROGRAMS
List of the 50 SDAs by Region

Region I	**Region VI**
New Haven, CT Boston, MA[a/] Metro South/West (Norwood), MA	Little Rock, AR New Orleans, LA[a/] Oklahoma City, OK Houston, TX[a/] San Antonio, TX[a/] Fort Worth, TX
Region II	**Region VII**
New Brunswick, NJ New York City, NY[a/] Rochester, NY Buffalo, NY[a/]	Des Moines, IA Kansas City, MO St. Louis, MO Omaha, NE
Region III	**Region VIII**
Wilmington, DE (Single State SDA) Washington, DC[a/] Baltimore, MD[a/] Philadelphia, PA[a/] Pittsburgh, PA	Denver, CO Colorado Springs, CO Billings, MT
Region IV	**Region IX**
Mobile, AL Miami, FL[a/] Broward County, FL[a/] Jacksonville, FL[a/] Tampa, FL Atlanta, GA[a/] Louisville, KY Chattanooga, TN (JSTD 6)	Maricopa County, AZ LA City, CA[a/] LA County, CA[a/] San Diego, CA[a/] San Francisco, CA[a/] San Jose, CA Oakland, CA Las Vegas, NV (Nev. Business Services)
Region V	**Region X**
Chicago, IL[a/] Indianapolis, IN Detroit, MI[a/] Minneapolis, MN Cleveland, OH Toledo, OH Milwaukee, WI[a/]	Portland, OR Seattle, WA

a/ Among the top 20 urban SDAs in terms of IIB enrollment in 1993.

APPENDIX 2

The Top 20 Urban SDAs Ranked By
No. Enrolled in IIB in 1993[a/]

SDA	1993 IIB Enrollment	Estimated 1995 IIB Enrollment[b/]
1. New York City	46,965	32,210
2. Chicago	17,056	10,500
3. LA City	14,250	12,000
4. Philadelphia	10,348	3,628
5. LA County	7,651	8,200
6. Houston	6,923	6,154
7. Detroit	6,724	4,017
8. D.C.	5,800	4,330
9. Miami	5,674	4,330
10. San Diego	4,652	3,650
11. Baltimore	4,195	2,300
12. San Antonio	3,924	3,901
13. Broward County, FL	2,874	1,550
14. Boston	2,719	1,066
15. Buffalo	2,500	1,886
16. San Francisco	2,477	2,715
17. Jacksonville, FL	2,270	1,239
18. Milwaukee	2,024	1,003
19. New Orleans	1,934	1,375
20. Atlanta	1,740	1,106
TOTAL 1993 ENROLLMENT	152,700	107,160
PERCENT OF TOTAL ENROLLMENT	25 percent of approximately 600,000	18 percent of approximately 600,000

a/ Source: Westat mail survey of all SDAs for the Study of the 1993 Summer Youth Employment and Training Program.

b/ Source: Estimates of IIB officials interviewed, July - August 1995.

APPENDIX 3

Atlanta, Georgia

The **Private Industry Council of Atlanta** administers the SYETP for the City of Atlanta. During the summer of 1995, 2,237 youth applied for the program and 1,112 were enrolled. Ninety-three percent (1,039) of these youth were 14 or 15 years old. The SDA also administers a summer jobs program using city funds. This program is limited to youth who are economically disadvantaged, and 83 of the 93 applicants were enrolled in the program this summer. The SDA in addition administers a private sector summer employment program. Ten firms hired 78 out of the 101 youth who applied for the program. Again, this program was for youth who were economically disadvantaged. One of the companies that hired the youth was the Atlanta Committee for the Olympic Games. In total, nearly 1,300 youth received jobs through the PIC this summer.

The IIB official in Atlanta estimated that 90 percent of the youth enrolled in the program would not have been able to find jobs on their own this summer. The key reasons cited were the age of the youth (most employers do not want 14- or 15-year olds) and private sector employers lack information on the need and benefits of hiring economically disadvantaged youth. In fact, when asked what is the main goal of the program, one person stated, "we are trying to break stereotypes and give kids opportunities!" In response to the question, "If the IIB program were to be greatly reduced or eliminated, what percentage of jobs currently available would be provided by the private sector with private sector funds?" officials in Atlanta believed that only 10-20 percent of the jobs would be funded privately. To enlist the help of the private sector, promotional efforts by the mayor's office were conducted. Calls to local businesses were made, beginning with businesses that had participated in past years and then trying to recruit new businesses. Public recognition through awards ceremonies and, if available, tax credits would be considered as incentives. Finally, as a service to the private companies, recruitment and screening of youth and orientations for the youth were considered to be effective incentives to elicit more cooperation.

Baltimore, Maryland

Through the combined activities of the IIB program, another publicly-funded summer jobs program, two private sector programs and the Employment Service, roughly 2,700 youth are employed in summer jobs through programs in Baltimore in 1995. Most of the positions by far -- 2,200 -- are furnished through the IIB program, which had received some 4,000 applications. Sixty percent of these slots are occupied by 14- and 15-year-olds. The SDA estimated that 80 percent of the youth probably could not find another job, due to an insufficient number of available jobs, lack of skills, and transportation problems in getting to alternate jobs or even job interviews, especially for the 14- and 15-year-olds. Child labor laws were cited as an additional impediment for 14- and 15-year-olds. Further, the SDA estimated that if the IIB program were to be greatly reduced or eliminated, only 1 percent of the youth served by the program would be picked up by the private sector. There is a concerted effort to recruit private firms for summer jobs. "We mailed a solicitation to 30,000 employers in a statewide effort. We asked them to either hire a youth or to provide money so that a kid could work. It was called the 'Put Baltimore Teens to Work' campaign. The campaign has gone on for several years, but was especially intense in 1995. The results were rather disappointing -- 300 jobs and about $60,000 raised." The private sector does not want to be involved in supervising kids; it is anticipated to take too much time. A few companies have given money, which was seen as possibly an encouraging option.

The private sector programs in Baltimore include the **Commonwealth Summer Jobs Program**, which employs 300 youth out of 500 who applied, and **LawLinks**, which placed 20 (out of 50 applicants) in jobs with law firms for the summer; neither program is targeted specifically toward economically disadvantaged youth, and the programs do not keep data on this aspect. The coordinator of the Commonwealth program indicated that only 1 percent of the IIB youth were likely to be picked up by the private sector, for in contacting private firms it appeared that "private industry is just not interested in the social aspect" of a community need to hire young people.

The Employment Service registered approximately 200 youth for summer jobs, about one-third of whom were estimated to be economically disadvantaged. 120 private sector jobs and 20 public jobs resulted. The ES coordinator estimated too that "less than 5 percent" of IIB participants would be hired by private firms if IIB were eliminated: "The private sector does not want any part of 14-15-year-olds for reasons of child labor laws, and generally is very reluctant to compensate them with their own funds as well as supervise unskilled youth; they feel it is just not worth it."

Billings, Montana

The IIB program in Billings, called the **Summer Youth Employment Program**, enrolled 235 youth in the summer of 1995, 64 percent of those who applied. Of these enrollees, enrollees only 20 (9 percent) were either 14 or 15 years old. There were no other state- or locally-funded programs identified. There was one private sector program, operated by the Montana Conservation Corps, called simply the **Summer Program.** This program enrolled 16 youth, representing 32 percent of the 50 who applied, in the private sector. Approximately half of these youth were economically disadvantaged. The Employment Service registered 186 youth for summer employment, referred 113 for summer jobs, and 43 (23 percent of those who registered) were actually hired, all in private sector jobs.

The IIB director estimated that 50 percent of those in its program would not have been able to find a summer job without the program. The primary reasons given were that youth wouldn't know how to find such jobs, youth generally are not qualified for such summer jobs as are available, and that 14-15-year-olds are not very employable. Child labor laws, lack of experience at looking for or holding a job, general lack of qualifications, appearance, and behavior were all cited as particular problems for this age group. The IIB director further estimated that, if the IIB program were to be eliminated or greatly reduced, the private sector would be able to provide only 5 percent of the participants with jobs supported with private sector money; the city's Director of Youth estimated this at 10 percent, the private sector program director at 20 percent, and the Employment Service estimated it at zero percent. The primary reasons for the probable lack of private sector involvement were that "employers believe that these kids just don't produce" and that most private firms are under very tight budgets, and may even be downsizing. Some have indicated that past experience with this or similar programs has been unsatisfactory.

The city Director of Youth indicated that there has been a concerted effort, described as successful, to enlist private firms in the summer jobs programs, in the form of a task force created to coordinate and solicit employment. Private firms were described as receptive to these efforts, particularly with youth (especially the economically disadvantaged) who have been trained and supervised by IIB. For the non-disadvantaged, they were described as responsive because they are willing to give youth a chance. Another reason given for responsiveness, according to the private sector program director, was that "they can fulfill their affirmative action requirement."

Boston, Massachusetts

Boston presents a highly coordinated effort to obtain commitments for summer youth employment. A partnership has been developed between the Economic Development and Industrial Corporation (EDIC) of Boston, an independent agency that serves as SDA and the lead organization and whose director is appointed by the mayor; the Parks and Recreation Department, which includes the Boston Youth Cleanup Corps; the Private Industry Council; Action for Boston Community Development (ABCD), a community-based nonprofit organization; and the local office of the state Department of Employment and Training (DET), the Employment Service.

Youth apply to a particular agency, not to a particular program. Once they have applied, they are assigned to one of several available programs, depending on eligibility criteria of the programs. An estimated 11,000 public and private sector summer jobs are being filled by these agencies. The agencies administer the IIB program (through EDIC) and two state-funded programs (**Youth at Risk** and the **Private Sector Jobs Challenge**). These two programs provide more than 4,000 jobs, many of which go to economically disadvantaged youth. Additionally, the City of Boston has its own **Youth Fund**, which provides some of the funding for the **Boston Youth Cleanup Corps**. The Corps provides a small number of private sector job placements in a larger program that involves cleanup projects and employs approximately 3,500 youth. The PIC is a major provider of private job placement opportunities and placed youth in more than 3,000 private sector jobs in 1995. The PIC is also active in working in high schools with guidance counselors to help the youth become job-ready. In general, EDIC passes funds through to Parks and Recreation (the Cleanup Corps), the PIC, and ABCD to administer these programs. DET largely refers youth to another agency or program within the partnership.

Of more than 3,600 youth who applied for IIB, 1,066 have been enrolled, 596 of whom are 14-15-year-olds -- more than half. EDIC, the SDA, estimates that 99 percent of all youth enrolled in IIB would not be able to find another summer job if not for this program, largely due to an insufficient number of jobs available. The youngest would be particularly hard hit. EDIC estimates that if the program were eliminated, only 1 percent of the jobs would be absorbed by the private sector -- not because of lack of effort, for there has been a great effort in Boston to involve the private sector, but because it would be difficult for the PIC to produce more jobs than it already does.

The Parks and Recreation official described the large effort to elicit summer jobs in Boston, and expected that this will continue to improve, having experienced success in obtaining commitments for private sector jobs. Outreach activities include contacts with small businesses, the mayor's visibility, and phone banks. Partnership agencies send multiple candidates to each participating firm for interviewing and selection.

Broward County, Florida

Of the nearly 2,000 youth who applied to **BETA**, the Broward County IIB program, 1,250 were enrolled for summer jobs in 1995. More than 60 percent of the participants are 14- and 15-year-olds. The SDA estimates that overall, 80 percent of the IIB participants would probably not be able to find another job in the absence of the program, especially the 14- and 15-year-olds who have the least experience. Key reasons are that south Florida is vacation land during the non-summer months, and summer hiring is always down. In addition, there would be competition for alternate jobs from those youth who are ineligible for JTPA. Further, employers are said not to care about social programs with a training component for youth, especially younger youth.

The SDA estimated that if the IIB program were greatly reduced or eliminated, virtually none of the young people would be picked up by the private sector, for it was posited that the private sector employers do not understand the importance of jobs for youth. The SDA said that it had approached the private sector to enlist summer jobs; there were TV appearances and two radio shows that aimed to create more summer jobs; the Chamber of Commerce circulated notices as well. However, "private enterprise didn't come across as we had hoped." The reasons companies give include economic constraints that caused them not to hire this summer, unsatisfactory past experience, and reference to the employment tests employers typically give potential hires -- the kids could not pass the test, in their experience.

Broward County does not operate other publicly or privately funded summer jobs programs. The Employment Service does not track information on youth applying for summer jobs. The ES official noted that most youth placed by the ES are college students, and just job order requests specify a preference for college students. The ES estimated that if the IIB program were eliminated, at most 10 percent of the youth served would be picked up by the private sector, and only if there were dedicated staff to canvass for summer jobs; a major campaign would have to be undertaken.

Buffalo, New York

Of the 1,700 youth who applied to Buffalo's IIB program, called **The Mayor's Summer Youth Program**, 1,200 were placed in 1995, half of them 14 or 15 years old. In addition, two other city-funded programs provide a total of 600 summer jobs with both public and private entities and serve both economically disadvantaged and non-disadvantaged youth. In total, slightly fewer than 2,000 youth are in summer jobs programs in Buffalo.

Of those youth enrolled in IIB, the SDA estimates that about 2/3 would probably not find another job in the absence of this program; further, only 10 percent of the IIB kids could be picked up by the private sector if the IIB program were eliminated. There is an insufficient number of alternate jobs in a depressed local economy. Companies are downsizing and adults are losing jobs. It is felt that the labor market cannot support more youth jobs. In addition, it is felt that employers prefer not to hire disadvantaged youth, and JTPA in Buffalo has a number of students who are blind and who would not be hired elsewhere. Finally, it is believed that 14- and 15-year-olds in particular are not qualified for most summer jobs that are available. For this subpopulation, since child labor laws are restrictive, "JTPA is the only game in town."

A city-funded summer jobs program, called **The Mayor's Internship Program**, employed approximately 100 youth this summer in public agencies. About half the youth were said to be economically disadvantaged. One other locally-funded program operates, the **Council Internship Program** sponsored by the city council. This program located nearly 400 positions for youth who did not meet the JTPA eligibility requirements; 20-30 percent of the youth in this program are said to be economically disadvantaged. Perhaps 50 of the positions were with private employers operating day care centers or nursing homes primarily. Most of the others are with nonprofit organizations such as museums, playgrounds, the Girl Scouts and the United Way. This is a small program that has grown recently, in part because of the efforts of a 1994 program called Buffalo Youth Works, the first big effort to enlist the support of private firms in providing summer jobs. Firms are reported to be generally responsive, especially in the last two years; they are willing to provide training for the youth, they take youth with only basic skills, and they are responsive to hiring minorities. Some companies are reluctant, though,

citing liability concerns, the need to take the time to train young people for a short-term period only, and their preference for college students, who are more qualified and are seeking summer jobs too.

The Employment Service processed 3,500 youth who registered with the office this summer, but it does not yet have data on disposition of those who registered. The information goes via computer directly to the State Employment Service and is later summarized for each site. The ES official did estimate that only 15 percent of the youth covered under IIB would be picked up by private firms if IIB were eliminated, citing as key reasons the lack of appropriate jobs for summer youth and the lack of transportation to private firms in the area.

Chattanooga, Tennessee

Chattanooga's SYETP received about 1,100 applications for 1995 and enrolled 700 in the program, which is largely an academic enrichment program and provides on average perhaps one week of work experience. The central emphasis of the SYETP appears to be on bringing up academic skills and job readiness. Of the 700 youth enrolled, 560 are 14 or 15 years old. The executive director of the PIC indicated that youth who are 16 and older have private sector job opportunities on the open market in a relatively good Chattanooga economy. Most of the available jobs, however, tend to be in the suburbs where public transportation is not convenient for many IIB-eligible youth.

It was estimated that none of the younger participants could get another job if it were not for this program. Lack of skills and qualifications, lack of knowledge as to how to go about seeking a job, child labor laws, and transportation limitations were the main reasons cited.

There are no other publicly or privately sponsored summer jobs programs in the city, nor have there been concerted efforts to enlist private firms to provide summer jobs for youth. The IIB program is administered by the Southeast Tennessee PIC, which is also involved in publicly sponsored year-round jobs programs for youth.

Chicago, Illinois

Chicago's **Summer of Challenge** is part of a comprehensive initiative that creates and supports constructive activities for young people. Summer employment activities are administered collaboratively by the Mayor's Office of Employment and Training and the Private Industry Council. The Mayor is visibly involved in the effort to employ youth in the summer, and a major function with this aim was a business leaders' breakfast with the Mayor in the spring.

In Chicago, the IIB program is called **The Mayor's Summer Jobs Program**. During the summer of 1995, over 20,000 youth applied for positions and 10,500 were enrolled. Of the 10,500, 57 percent (5,985) were 14 or 15 years old. There are several locally funded summer jobs programs for both JTPA eligible and non-eligible youth. An additional 3,700 youth were hired in 1995 with these funds. Two private sector programs are in operation in 1995. One is called the **Summer Finance Institute**. This program had 180 applications and 100 youth were hired; the program is not limited to the economically disadvantaged. In total, 55 firms such as Paine-Webber and Smith Barney participated this summer. The second program is called **The Marriott Bridges Program**. The program is designed for youth with disabilities who are also economically disadvantaged. All 25 youth who applied were hired and were placed in one of 12 stores including Marshall Fields, Jewel Food Stores, Seaway Bank, and Bismarck Foods.

It is estimated that 80-90 percent of the 10,500 youth enrolled in the JTPA program would not have been able to find jobs without the aid of the program. Among the reasons cited were that employers do not want to hire kids under the age of 16 because of restrictions in the child labor laws; the youth lack experience, maturity, and skills; there is a cultural gap between the world of youth and the world of work; and in general there is an insufficient number of jobs available. Also, if the IIB program were to be greatly reduced or eliminated, officials in Chicago estimate that the private sector would only fund approximately 30 percent of the jobs. Another official stated that there has been a big effort this year to enlist more private sector participation, but that more involvement from elected officials is needed.

Cleveland, Ohio

More than 2,000 youth were employed in summer job programs in Cleveland during summer 1995. Further, Cleveland has a history of private sector involvement in employing young people in jobs throughout the year, as evidenced by its **Youth Opportunities Unlimited** program, which places a few thousand young people in private firms, as described below.

The **Summer Youth Employment and Training Program** enrolled 2,500 of the 4,500 youth who applied. Approximately two-thirds or 1,670 of the youth were 14 or 15 years old. Through the IIB program, approximately 90 participants were placed in 20-30 private firms in internships.

It was thought that 75 percent of the 2,500 participants in the SYETP would not have been able to find a summer job without the program. The main reasons cited were an insufficient number of jobs existing in Cleveland, the location of the establishments--many are not on bus routes--and the changing job market--most of the manufacturing has left the area. Youth who are 14 or 15 years old would have a harder time finding a job because many businesses do not want to deal with the child labor laws that apply to this age group. IIB officials estimated that if the program were to be greatly reduced or eliminated, 50 percent of the youth would likely be picked up by the private sector. This outlook reflects concerted efforts to elicit greater private sector participation in providing summer jobs. Promotional efforts by the mayor, enlisting businesses through the Chamber of Commerce, and providing public recognition through media exposure for participating firms were used and thought to be effective.

In addition to the SYETP, another Department of Labor program, **Youth Opportunities Unlimited**, operates on a year-round basis, and many of the youth are considered to be non-economically disadvantaged. This year the program worked with 400-500 private firms that hired approximately 3,000 youth (though not necessarily in summer-only jobs). Private firms are said to be very responsive, believing that it is good business as well as a civic responsibility. In addition to this program, it was also reported that 50 youth ages 16-18 registered with the local Employment Service, 42 of whom were referred to summer jobs, and 30 were hired in summer 1995.

Colorado Springs, Colorado

More than 700 youth applied for the **Summer Youth Employment and Training Program** in Colorado Springs for the 1995 session. This number was less than usual because the enrollment period was cut off on March 31 due to budget constraints. A total of 569 youth were enrolled. The SDA commented that it could have placed nearly all who applied, but a number of applicants were able to find higher paying jobs on their own before the IIB program began. Of those enrolled in the program, 221 were 14 or 15 years old, or 39 percent. Approximately 40 for-profit firm participated in the SYETP by offering limited partnerships to youth. The youth involved in this component were enrolled in special education classes during the school year.

The SDA reported that approximately 95 percent of the 569 youth who enrolled in IIB would not have been able to find jobs on their own without the program. Particularly the younger participants would be hard pressed because it was felt that employers generally do not want to hire youth less than 16 years old for lack of qualifications. Anther reason cited was that they would not know how to go about finding a job on their own. If the IIB program were eliminated, the SDA estimated that none of the participants would be picked up by private sector firms because it was felt that they would not be willing to spend their own money to employ the participants.

In addition to the SYETP, 686 youth registered with the local Employment Service, 452 of whom were referred to summer jobs, and 415 were actually hired through the agency, all in private firms. The Employment Service estimated that 40 percent of the youth hired were economically disadvantaged. Other than the Employment Service, there are no formal publicly or privately sponsored summer jobs programs in Colorado Springs.

Denver, Colorado

Denver's **Summer Youth Employment and Training Program** (SYETP) processed 1,150 applications for summer jobs in 1995, with 1,020 (89 percent) actually enrolled. Of the enrollees, 74 percent, or 755, were either 14 or 15 years of age. In addition, the Employment Service reported placing approximately 350 youth in private sector jobs and approximately 75 youth in public sector employment. And a concerted effort by the **Denver Chamber of Commerce** resulted in about 150 summer jobs for youth. In all, approximately 1,500 summer job placements were made in 1995 through formal programs or campaigns.

The IIB coordinator estimated that about 80 percent of the youth enrolled in its program would not have been able to find a summer job without the program, primarily because the 74 percent of their youth who are 14 or 15 years old are unemployable ("Employers in the Denver area just won't hire them"), and many of the youth wouldn't know how to find a job. Also mentioned were the opinions that there is an insufficient number of jobs available, and that youth generally are not qualified for most of the summer jobs that are available. The coordinator also stated that if the IIB program were to be greatly reduced or eliminated, only 15 percent of the participants currently served under IIB would be picked up by the private sector with private sector funding. The Employment Service estimated this figure to be only 10 percent, noting that "there has been little done to recruit youth; they have only recently just started providing jobs." They also cited economic reasons, insurance, child labor laws, and the time required to train youth as reasons for a low probable response. Other reasons cited by the IIB coordinator include lack of summer jobs appropriate for youth, and a preference on the part of some employers to do their own recruitment and screening of youth. Private firms were found to be a little more reluctant to participate if the focus is on disadvantaged youth due to "risk factors," and that the response is better if the term "disadvantaged youth" is not even mentioned. The SDA indicated that the **Denver Metro Chamber of Commerce** had a large campaign this year to enlist private firms to provide summer jobs for youth at risk of dropping out of school, which resulted in identification of 150 such jobs (approximately the same response as in the previous year). It is felt that, if the totals are to improve, it will be necessary to enlist business organizations in job development and promotional efforts, continue to provide recruitment and screening of youth, provide orientation of youth prior to referral, and provide wage subsidies. It was also mentioned that making counselors available to the youth would be an especially attractive component for employers.

Des Moines, Iowa

Des Moines' public and private sector summer jobs programs serve a total of approximately 800 youth. More youth in Des Moines are employed in private sector programs than in public sector programs.

The **Summer Youth Employment and Training Program** in Des Moines placed 165 of the 327 young people (50 percent) who applied for summer positions. Of the 165 enrolled, 89 (54 percent) were 14 or 15 years old. There were also three small state-funded projects through the **Iowa Summer Conservation Program**, which hired a total of 48 youth.

The Greater Des Moines Chamber of Commerce collaborates in providing summer jobs for young people through a program called **The New Horizons Summer Youth Employment Program**. Within this program there are two private sector components through which 336 youth were hired in 1995. There are also six publicly subsidized components (funded through various grants) that accommodated 99 youth. In total, 435 of the 560 youth who applied to this program were hired. While not limited to economically disadvantaged youth, half of the participants are considered to be economically disadvantaged. The local office of the Employment Service placed an additional 226 youth in summer jobs, most of them with private firms.

The SDA estimated that 100 percent of the youth enrolled in the IIB program would not have been able to find summer jobs without this program. The main reasons cited were: (1) an insufficient number of jobs existed in the area, (2) the youth didn't know how to find a job, (3) employers preferred not to hire disadvantaged youth, and (4) the youth were generally not qualified for most summer jobs that were available. Youth who were 14 or 15 faced an additional set of barriers such as not being able to drive, restrictive child labor laws, and that they had few special skills. The SDA foresaw no current IIB participants being picked up by the private sector. As an official with the Department of Economic Development noted:

> (Companies are reluctant to hire individuals who have) poor attitudes, unable to work in a team environment, inappropriate attire, low self-concept....For these reasons, programs such as Iowa Conservation Corps and JTPA are vital in helping transition youth.

Detroit, Michigan

Slightly fewer than 5,000 youth have summer jobs through programs based in Detroit this summer. The key programs are the SYETP, employing 4,000 youth, and two other publicly funded programs -- the locally-funded **Detroit Compact** and an emerging city/corporate program called **New Detroit**, supported by the Coalition for Summer Jobs and Youth. It was reported that about 65,000 youth had applied for summer jobs, suggesting a very large proportion unserved.

Sixty percent of the 4,000 SYETP participants are 14- and 15-year-olds and would be especially hard pressed to find other employment in the absence of the program. Overall, the SDA estimates that 80 percent of the IIB participants probably could not find another job. Key reasons include an insufficient number of jobs available, the perception that employers prefer not to hire disadvantaged youth, lack of skills, child labor laws governing those under 16 -- and transportation problems in getting to where alternate jobs might be located. The SDA estimates that 10 percent or fewer of the IIB youth would be picked up by the private sector in Detroit, due largely to "the reaction from the private sector to our recent efforts to recruit them for jobs (which involved using PIC contacts and personal calls to individual businesses). One major reason is that they don't want the payroll hassle of hiring temporary employees; they prefer to give money to an agency and have the agency pay the students."

Efforts through the Coalition for Summer Jobs and Youth in support of the **New Detroit** program have, however, are bearing fruit. This program provided more than 400 jobs in 1995 -- 20 percent of them in city jobs for economically disadvantaged youth, and 80 percent of the placements in private companies and not targeted to economically disadvantaged youth. The private firms involved pay the wages of their participants. According to the coordinator, some firms have been responsive to the prospect of hiring summer youth, and reluctance stems from the feeling that the youth lack some requisites; the bottom line seems to be how ready they are for work.

The **Detroit Compact** provided 150 jobs with public and nonprofit employers to 150 youth, mostly age 14 and 15, who were referred to the program by JTPA.

District of Columbia

The effort to hire youth for summer jobs in both the public and private sectors is concentrated in one central agency in the city that contains the IIB, city-government, and ES administrations. Given the mayor's pledge to provide a summer job to every youth who seeks one, whether economically disadvantaged or not, virtually all applicants -- more than 16,000 -- were placed in summer jobs in 1995. The District government provided the bulk of the funding, with 3,400 youth enrolled, almost half of whom were 14- and 15-year-olds. The summer jobs coordinator within the Office of Training and Development in the Department of Employment Services estimated that 80-90 percent of the youth currently supported by the IIB program, especially the youngest ones, would probably not be able to find another job if not for this program. He noted: "The 20 percent who would be able to find a job would likely find jobs anyway; they have good academic backgrounds. The IIB program is especially important for that 80-90 percent of disadvantaged kids, because these kids may not have the confidence to go out and secure a job." Without the IIB program, the coordinator within the Office of Training and Development in the Department of Employment Services estimated that 10-20 percent of those dependent on IIB would be picked up by private employers; "firms do not hire District kids as quickly as kids from the suburbs; it's not so much 'economically disadvantaged' -- it's *kids* they don't want." Also, DC firms are mostly small businesses and professional firms and do not always have jobs that match the skills of high school kids." The District has had limited success when it offered the employers the option to contribute money instead of actually hiring, he commented.

In addition to those jobs supported by JTPA, city funds enabled most of the remaining 12,600 youth to be placed in summer jobs. Further, a concerted effort to recruit private firms was undertaken starting in december 1994, with heavy mailings by the ES, the PIC, and the Board of Trade. Mailings included pledge cards and information. In addition there were free TV spots and mentions in the local news. Fewer than 1,000 jobs materialized. However, a few firms contributed substantial funds or a combination of a few jobs and monetary contributions toward the effort.

Fort Worth, Texas

The primary summer jobs programs in Fort Worth in 1995 were the JTPA IIB program, known as the **Summer Youth Program**, and a program that was initiated on short notice by the JTPA but paid for by the private sector. The latter, known as **Fort Worth SummerWorks**, was targeted to the large waiting list of eligible IIB applicants who applied too late (after mid-May) to participate.

The IIB Summer Youth Program had close to 1,400 applicants and enrolled 814 youth, approximately half of whom 14 or 15 years old. The SDA noted that the younger youth typically have an especially difficult time finding jobs because of their lack of qualifying experience for entry level positions, in addition to transportation constraints. It was estimated that of the total number of youth enrolled in IIB, approximately 95 percent would have been unable to find jobs without the program.

Officials at the SDA estimate that only 33 percent of the participants currently served by the JTPA program would be picked by the private sector with their own funding of the program were cut. Such jobs would be "heavily weighed" towards college students and youth with some work experience. The private sector, looking for "the best deal," prefers to hire youth with high school diplomas and some work experience.

There are currently no state- or locally-funded programs providing summer jobs for youth in Fort Worth. The only other program, Fort Worth SummerWorks, was initiated on very short notice by the JTPA to provide private sector jobs for the large number of JTPA-eligible youth who did not have an opportunity to apply to IIB or who were on the waiting list. In a one-month period this program enlisted the assistance of 90 private sector firms, which provided the funding and hired 54 youth out of 164 applicants.

To launch SummerWorks, JTPA staff and the mayor appealed to the business community as a whole; interested businesses then contacted them. The mayor gave visible support for the program, and there was considerable media attention. Initially, the plan was to "take all comers," but the mayor mentioned that the effort was primarily directed towards economically disadvantaged youth. In reality, only disadvantaged youth applied anyway. It was felt that non-disadvantaged youth usually use other

avenues of obtaining summer work. JTPA staff took applications, did the screening interviews, and conducted a preemployment orientation.

It was estimated that 60 percent of the youth enrolled in Fort Worth SummerWorks would have been unable to find summer jobs without this program. The program coordinator observed that many of the applicants were pushed by their parents to apply. Without their encouragement -- and without a formal program to apply to -- it was believed that many kids wouldn't bother to seek summer jobs in the open market.

Houston, Texas

The local SDA's IIB program for the Houston area is called **HoustonWorks**, and during the summer of 1995 12,366 youth ages 14-21 applied to the program. Roughly half (6,152) of the youth were enrolled in the program, and 54 percent of enrolled youth were 14 or 15 years old. HoustonWorks enrolls approximately 50 of its participants age 16-21 in limited private sector internships.

The SDA also administers the **Sponsor a Summer -- Change a Future** program to serve youth 16-21, which tries to raise awareness and create jobs in the private sector. Success has been very limited. According to the director of HoustonWorks: "Over the last 2 years we made a big effort to reach the private sector. We contacted 12,000 to 15,000 employers and had a pool of 500 kids that we wanted to place. From that 12,000-15,000 employers, we were told that they had 1,500-1,600 openings. But when we actually sent the kids, they were told that some of the jobs had been filled or that they didn't have the correct job skills. In the end, 176 kids were hired at 35 companies. This is better than last year when 75 kids were hired -- but we have to do more, a lot more." In addition, 2-3 firms offered limited internships to 26 youth in the IIB program, and $7,000 was raised in donations.

Five major strategies had been used to elicit participation of the private sector. They were: (1) a large number of face to face meetings, (2) a top down approach of first contacting the chief elected officials and then trickling down to the person who cuts the checks, (3) working with individuals from the Greater Houston Partnership, (4) breaking down stereotypes by saying to companies, "Let us show you what the kids can do for you this summer," and (5) giving much recognition to the companies who support the effort by naming them as sponsors on television and in newspapers, in mailers and having an awards presentation for everyone who makes financial contributions.

The Houston SDA estimated that at a minimum 74 percent of the youth hired in the IIB program would not have obtained jobs without the program this summer. That percentage was based on the fact that many companies won't hire 14- and 15-year olds (54 percent of the youth hired) because of restrictions in the child labor laws and the belief that at least 20 percent of the other youth (age 16 and up) would not have been able to find jobs on their own. Furthermore, if the JTPA program were to be greatly reduced or eliminated, only 3 percent of the jobs would be picked up by the private sector. A

spectrum of reasons were cited. The SDA stated that a hierarchy exists in hiring individuals. "First the adults are hired, then the college students, then the middle and high income high school students, and then the low income high school students. The low income students have trouble because frequently the jobs are not on bus routes, and often the students do not know how to present themselves. But we are working hard to breaking down stereotyping."

Indianapolis, Indiana

The Indianapolis IIB program, called simply the **Summer . rogram**, enrolled 600 youth of a total of 1,300 applicants (46 percent). Of those enrolled, 450 (75 percent) were either 14 or 15 years of age. Eight major private employers, 4 hospitals and 4 hotels, accepted IIB-eligible (and some non-eligible) youth, and paid their wages. The Employment Service reported registering 300 youth (ages 14 through 21), approximately 50 percent disadvantaged, 200 of whom it referred to summer jobs. Sixty-five of these referrals, again about half of them disadvantaged individuals, were actually hired, all in private sector placements.

The SDA estimated that 85 percent of the youth enrolled in the IIB program would not have been able to find a summer job without the program. The 75 percent who are under 16 would have particular difficulty because "employers prefer to work with the IIB program because of the support that IIB gives to both the enrollees and the employers." Even the older youth are said not to be qualified for most summer jobs that are available, lacking experience and basic job skills, and they would not know how to find these jobs.

It was further estimated that, if the IIB program were to be eliminated or even greatly reduced, only about 25 percent of the participants currently served through IIB would be picked up by the private sector with private sector funding. According to the IIB respondent, the primary reason for this is that the IIB program provides the support that employers rely on; that IIB supervises the enrollees, "a responsibility that employers do not want to be bothered with." The Employment Service respondent estimated that only 5 percent of the IIB jobs would be provided with private firms, providing the opinion that "employers in the private sector are very reluctant to hire youth aged 14-16, who lack job skills and -- in most cases -- motivation. Also cited were the view that there are not jobs available that would be appropriate for summer youth, and that some employers prefer to recruit and screen their own employees.

If participation of the private sector in the hiring of disadvantaged summer youth is to improve in the future, several approaches will be necessary, in the opinion of the IIB representative. Specifically, it is considered important to continue to provide recruitment and screening of youth, to provide orientation of youth prior to referral to the jobs, to provide public recognition of those firms that participate in such hiring, and to provide some material support such as wage subsidies.

Jacksonville, Florida

Of the 2,209 youth who applied for the **Right Track Program**, Jacksonville's IIB program, 1,487 were enrolled -- nearly 60 percent of them 14- and 15-year-olds. Seventy-four additional IIB-eligible youth were placed in private firms that paid their wages, in collaboration with the IIB program, for a total 1,561 youth served under the auspices of Right Track.

The SDA estimated that 80 percent of the participants in general would probably not be able to find an alternate job in the absence of IIB, citing as key reasons restrictive child labor laws affecting 14- and 15-year-olds and perceived immaturity among these youngest participants. Further, the SDA estimated that if the IIB program were eliminated, only 10 percent of those served by the program would be picked up by the private sector: "They will take none of the 857 14-15-year-olds. They are looking for experience, and expect more from these youth than they can get. The bottom line is production. Also, there are many unemployed 19-20-year-olds, and employers can be selective."

There are no other local- or state-funded summer jobs programs for youth. There is one private sector program sponsored by the Urban League and funded with Anheuser-Busch monies, **Operation Bright Side**, which placed 27 youth in community centers around the city, out of 127 who applied. While the program is not targeted toward the economically disadvantaged, but most of the youth are members of under-represented minorities, which were targeted.

There has been a concerted effort in 1995 to enlist more private firms in providing summer employment to youth. This consists of continuing contact over the years with several firms; advertising; personal calls; and job fairs. The PIC comments that "the trend is down; we only have about half the jobs this year compared with 1994. Employers are downsizing, and there is more competition for jobs."

Kansas City, Missouri

More than 1,500 youth had summer jobs through the publicly and privately sponsored programs operating in Kansas City during summer 1995. The SYETP served 1,100 youth; the private sector supplied 300 jobs; 100 additional jobs were created in local agencies with other city and private contributions, and about 100 youth found jobs through the Employment Service. The Private Industry Council (PIC), known in Kansas City as the **Full Employment Council**, operates the SYETP and the other public and private sector summer jobs programs; the PIC thus serves as the central office for summer youth employment programs.

Eleven hundred youth were enrolled in the SYETP out of a total of 7,000 applicants. Four out of five participants were 14 or 15 years old. The SDA emphasized that "we target 14-and-15-year-olds who are in gangs or in trouble; it's part of our (crime and drug) prevention strategy." Most of the 16-and-17-year-olds who are in the SYETP are disabled in some way and could not get another job on their own. On the other hand, once youth have been in the SYETP for a year or so, the youth are felt to have a good chance to get their next job on their own. Thus, it was estimated that most of the 16-year-olds and older youth who were in IIB would be hired by the private sector. This is believed to be attributable to a long and active partnership with the private sector -- and to a strong pre-employment training component that is part of the IIB program. "In 1992 we implemented the **Summer Jobs Academy**, which helps the youth become job-ready when they begin their summer job. The Academy is held every Saturday (during the spring). A youth must attend a full 8 hours. Employers know that the kids are job-ready."

The pre-employment orientation and a highly publicized awards ceremony at the end of the summer are two primary strategies that have been found effective in eliciting private sector cooperation. The ceremony honors all the youth who have participated in the city's publicly or privately sponsored summer jobs programs. To be a candidate for a special honor, the youth's worksite supervisor must submit a nomination and illustrate how the youth has been an exemplary worker. Seven hundred nominations with documentation were submitted. In this way it is expected that the business community will know how outstanding the youth workers were and will be receptive to hiring them in the future. A third function that receives wide publicity is the Annual Jobs Breakfast in April, which was attended this year by more than 600 area employers. The SDA also emphasized the ongoing involvement of the mayor; he is the CEO of the PIC Board.

Las Vegas, Nevada

An organization called **Nevada Business Services** (NBS) operates IIB and all other public-sector summer jobs programs in the city of Las Vegas and the 4-county surrounding area, under the name **Summer Youth Employment Program.** The city human resources department has a liaison person assigned to the program, but acts only as one of the public-sector employers, with no role in overall administration of the program. Of the 1,875 youth who applied for the program in the summer of 1995, 1,300 (69 percent) were enrolled. Of the 1,300 enrolled, 704 (54 percent) were either 14 or 15 years old. Eight private firms participate in the program; they hire students in the same way as the public-sector agencies do and IIB pays the wages.

There is one significant private-sector summer employment program in the city, run by an organization called **Nevada Partners** and called **Youth Employment for the Summer.** Of the 332 youth who applied, 240 were actually hired. This program is not limited to the economically disadvantaged, and no records are kept as to the percentages. All of these youth are 16-20 years of age; all 14-15-year-olds are referred to the NBS' IIB program. The 240 jobs are distributed among 100 firms or organizations. The Employment Security Department (Employment Service) has a year-round youth referral program, but no summer-only program or summer youth funding per se. ES registered 350 youth in summer 1995 (with approximately 35 percent estimated to be economically disadvantaged). ES does not have current records on the outcomes of its referrals, either directly to employers or to the two program areas mentioned above.

The public sector program operators estimated that 90 percent of the 1,300 youth hired for this summer's SYETP would not have been able to find summer jobs without the program, and that if the IIB program were to be greatly reduced or eliminated only about 20 percent could be provided by the private sector. The private sector provider estimated that they could place about 2/3 of the over-16 youth (or about 30 percent of the 1,300) in the absence of IIB, although they could not handle that many applications at the present time. In the absence of the pre-placement training they provide, they believe that the placement rate would be "much less." The Employment Security estimate is that only about 10 percent of the IIB jobs would be picked up by the private sector. All three organizations emphasized the need for some intermediary between the youth and the private employers. Reasons given for these

numbers are that the 14-15-year-olds would be virtually eliminated by reason of immaturity, job inexperience, and child labor laws; that the private sector has negative impressions of low-income youth; that many private firms simply do not know much about youth; and that without some intermediary to provide pre-employment screening and training for the youth the private sector would not stay involved over time.

Little Rock, Arkansas

The Little Rock IIB program, called the **City of Little Rock JTPA**, was able to enroll only 146 of a total of 900 applicants (16 percent) in its summer 1995 program. Of the 146, 41 (28 percent) were either 14 or 15 years old. One private sector firm participates in this program, providing both money and jobs. The largest program in the city, operated by the Parks and Recreation Department, is called the **Summer Youth Program.** This program enrolled 1,000 youth, 50 percent of the 2,000 who applied, all of whom are economically disadvantaged. This is the only publicly-funded program identified, and no private-sector programs were identified. The Employment Service has no formal summer youth employment program.

The IIB director estimated that none of the youth in the IIB program would have been able to find jobs this summer without the program, and that fewer than 10 percent of the youth currently served by IIB would be picked up by the private sector with private sector funding. The Employment Service representative felt that none of the current IIB jobs would be provided by private firms, noting that "private firms don't make jobs for special occasions -- they are in business for profit." Other reasons for the low estimates range from an insufficient number of jobs to the unemployability of the 14-15 age group due to child labor laws, insurance liability, lack of experience in the world of work, and transportation difficulties. Private firms are seen as reluctant to hire economically disadvantaged youth because jobs in the private sector are "generally filled by word of mouth, and minorities have difficulty in getting these jobs." It is also felt that employers do not really want to hire anyone under 21 who has no skills, is uneducated and is totally inexperienced.

There has been an effort to enlist private firms for summer employment, called the **Youth Environmental Corps Program**, through which youth are identified and sent to private firms. Generally, the firms are said to be more responsive to non-economically disadvantaged youth than to those they perceive as primarily minorities. In response to this effort, firms also cited economic reasons for a lack of response, and some indicated that they prefer to do their own recruitment and screening of youth. The Parks and Recreation program director noted that his program gets some funding (no jobs) from private industry. It is felt that the whole array of possible approaches, from promotional efforts by the mayor's office to business organizational involvement to provision of recruitment, screening and orientation of

youth to public recognition of participating firms to direct inducements such as wage subsidies and tax credits, will be necessary to get the business community in Little Rock involved in employing summer youth.

Los Angeles City, California

Summer youth employment efforts are coordinated in partnership among several local government, private sector, and state-level agencies. For example, an initiative of the City of Los Angeles PIC, **LA Youth at Work**, is administered by the city's Community Development Department, but uses resources of the Mayor's Office of Youth Development, the PIC, and the local office of the state Employment Development Department (EDD), the Employment Service. The state EDD provides youth screening and job placement for both LA Youth at Work and the federally-funded IIB program. Additionally, there are several private sector initiatives with some linkage to the partnership of public agencies and the PIC. In total, slightly fewer than 20,000 youth are employed through summer jobs programs in the City of Los Angeles.

The largest program for summer youth employment is the IIB program, serving some 15,000 youth out of 25,000 who applied. About one-fourth of the youth are age 14 and 15. The IIB program hires 300 college students to recruit employers and essentially run the program. The SDA estimated that almost none of the IIB participants would be able to find other summer jobs if not for this program. An insufficient number of jobs, youths' lack of skills, and location were the main reasons. While many of the IIB positions in public and nonprofit organizations are on bus lines, few alternative jobs exist either in the kids' neighborhoods or that they could get to easily.

LA Youth at Work trained 3,000 youth for summer jobs with private employers, and succeeded in placing 2,000 in such jobs. Nearly all of the youth were economically disadvantaged although the program was not limited to this population; many youth who just missed the IIB eligibility criteria were served by this program.

Both the public sector and private sector interviewees estimate that less than 5 percent of the youth served by IIB would be picked up by the private sector in the absence of IIB, because although recruiting companies was a solid effort, it did not yield nearly the number of jobs that would be necessary to fill the gap. Reasons given include unwillingness to take the time to train the youth on a daily basis, cutbacks in their own companies, and a view that hiring youth is someone else's responsibility.

Los Angeles County, California

By itself, Los Angeles County, which includes a dozen cities in the area immediately surrounding Los Angeles, would contain enough population to be the eighth largest state. Yet the only summer youth employment program administered in the county is the IIB program, which enrolled 6,521 youth (and is still enrolling youth, anticipating a total of 8,000) out of about 10,000 who applied. Neither the PIC nor the county does any placement in private sector jobs. The county offices of the Employment Service refer youth who appear eligible to the IIB program. More detailed ES data were not available.

The SDA estimated that 99 percent of the youth enrolled in the SYETP would be unable to find jobs without the program; they would not know how to go about finding their own job, and distance from their homes to other workplaces would make it "not worth the effort." Further, if the program were eliminated, the SDA expected only 1 percent of the lost jobs to be made up by the private sector; Los Angeles County has thought about involving private business but has not done so.

Louisville, Kentucky

The Louisville IIB program is called the **Louisville and Jefferson County Summer Youth Program.** In the summer of 1995, it enrolled 670 of the approximately 900 applicants (approximately 74 percent). Of the 670, approximately 370 (55 percent) were in the 14-15 year age bracket. This is only public-sector program identified for the area. One private-sector program, the **Chamber of Commerce/Project I Summer Employment Program**, was in operation in the summer of 1995. Both the public and private efforts targeted economically disadvantaged youth.

It is estimated that none of the 14-15-year-old youth in the IIB program would have been able to secure summer jobs in the absence of the program (55 percent of total enrollment). Although the program operators were reluctant to estimate the total, based on the descriptions of the local economy summarized later on this page it is reasonable to infer as well that a relatively small percentage of the older youth would have been successful. The perception that youth would not know how to find a job, that youth generally are not qualified for most summer jobs that are available, and that the 14-15-year age group are not qualified for such jobs were judged to be very important in reaching this conclusion. An insufficient number of total jobs, and the fact that employers prefer not to hire disadvantaged youth were also cited as important reasons for the low likelihood of success in finding summer jobs. In the case of the 14-15-year-olds, their lack of job skills and maturity and the competition in the labor market were seen as key reasons that they would be shut out. The private sector respondent estimated that only about 1/3 of the youth served under IIB would be picked up by the private sector with private sector funding -- this in spite of the fact that they describe a concerted effort during 1995 which they felt was as successful as it had been in previous years. While they described economic reasons as the primary detriment to private sector participation, they see private firms as responsive once it is demonstrated to them that youth have participated in pre-employment work-maturity programs and have a support network. Approaches seen as effective in eliciting greater private sector involvement in the future include promotional efforts by the mayor's office, the enlistment of business and trade organizations (the Chamber of Commerce is already involved), provision of recruitment, screening, and orientation of youth, and wage subsidies.

Maricopa County, Arizona

The Maricopa County SYETP served 1,540 youth in the area surrounding Phoenix during summer 1995. Adding an estimated 1,400 youth enrolled through the City of Phoenix SYETP, 600 youth hired through a private sector program encompassing Phoenix and Maricopa County, and perhaps 200 served by the Employment Service, probably nearly 4,000 youth had summer jobs in 1995 sponsored by formal programs in Maricopa County.

The Maricopa County SYETP alone received 4,500 applications for the IIB program. Of the 1,540 it was able to enroll, about 2/3 were 14 or 15 years old and were all considered to be unable to find other employment on their own without the existence of this program. An insufficient number of jobs, child labor laws, liability and insurance considerations, and perceived immaturity were cited as the primary reasons for this assessment. The SDA estimated further than none of the SYETP participants would be likely to be picked up by the private sector if the IIB program were eliminated or greatly reduced; the view was that firms aim to make a profit and nothing more.

Eight firms do participate in the Maricopa County SYETP by providing summer internships to SYETP participants who are 18 and older and high school graduates, with the hope that they will be hired on a full-time permanent basis after the summer ends.

Greater Phoenix Leadership is an organization composed of the CEOs of the top 400 companies in the county, including Phoenix. This organization funds a program known as **Summer Jobs for Valley Youth**, which is operated by the county. Of 2,000 applications received, approximately 600 youth were hired by 221 member firms. While not limited to those who are economically disadvantaged, about 30 percent of the participants are considered to be economically disadvantaged. Without this program, it was estimated that all the participants would have been unable to secure their own jobs, largely due to a perception that they lack both the skills and the motivation to do so.

The Employment Service registered approximately 2,500 youth for summer employment, mostly youth age 17 and older. The service estimated that only 100-200 were actually placed with firms, all private sector establishments.

Metro Southwest - Norwood, Massachusetts

The **Metro Southwest Summer Program**, as the IIB program is called, enrolled 651 (88 percent) of the 740 youth who applied to the program for summer 1995. Of the youth enrolled, 354 were 14 or 15 years old--more than half. Additionally, 67 youth registered with the local Employment Service. Fifty-five were referred to summer jobs, and 30 were hired. Of the 30 hired, 20 were considered to be economically disadvantaged, and about a dozen were enrolled in special education classes during the school year. The SYETP and the Employment Service appeared to be the primary formally-instituted providers of summer jobs in the area.

The SDA estimated that 90 percent of the participants in the SYETP would not have been able to secure jobs without the existence of the program. Among the reasons cited were that employers prefer not to hire disadvantaged youth and that youth are generally not qualified for most summer jobs. Fourteen-and-fifteen-year-olds would have an even harder time finding a position, it was felt. "Most are too young. They are not qualified for most of the jobs and they don't want to bag groceries." If the program were to be eliminated, it was estimated that only 10-15 percent of the youth would be accommodated by the private sector.

The IIB representative emphasized the unique role of the IIB program in helping young people who are economically disadvantaged through strengthening basic skills: "These kids have a very low skill level. Our program has an academic component. The kids are learning job skills in the morning. Then they go to their job in the afternoon." The Summer Youth Coordinator at the Employment Service, who was also familiar with the IIB program, foresaw serious consequences if the program were cut: "It would be a horror show if JTPA were reduced....These kids can't be idle. For 20 years this has been the only transition program for kids. Our private sector only picks up a small number of kids. If we cut the program, we will end up spending more tax dollars on prisons."

Miami, Florida

Slightly fewer than 5,000 youth have summer jobs through summer employment programs in Miami. The primary efforts consist of the IIB program for public sector jobs and the Employment Service for private sector jobs. The **Summer Youth Program**, the IIB program, placed approximately 4,200 youth in 1995 (40 percent of whom were 14 and 15 years old); the number of applicants that could be processed was cut off at 6,000, suggesting that more than 6,000 would have been counted as applicants. The SDA estimated that 95 percent of the IIB participants probably could not find alternate employment during the summer, due to an insufficient number of jobs and the reluctance of potential employers to hire 14- and 15-year olds. Further, in the absence of IIB, it was estimated that fewer than 10 percent of those served by IIB would be picked up by private companies in the area. A major publicity campaign was undertaken to recruit private firms for summer jobs. It included summer jobs breakfast presentations at all Chambers of Commerce; hot lines to call in pledges; a wish book featuring high school graduates with their pictures and job aspirations; and profiles in the Miami Herald. The results were thought to be disappointing, with 325 private sector job orders coming through for IIB-eligible youth and about 200 private sector summer jobs estimated by the ES.

With a high unemployment rate and few openings, officials in Miami believe that very few youth who want summer jobs and who have relied on the Summer Youth program will be able to obtain summer jobs if the Summer Youth program were discontinued.

Milwaukee, Wisconsin

Of some 7,000 youth who applied for summer jobs under Milwaukee's IIB program and two other locally-funded programs, only about 1,800 placements resulted in 1995 -- 1,300 of which were funded by the IIB program and were for economically disadvantaged youth. The clear majority of the IIB participants, 63 percent, are 14- and 15-year-olds. The SDA estimated that 80 percent of the IIB participants as a whole probably could not find other jobs if not for this program. The main reasons cited were the perception that the youths would not know how to go about finding their own jobs, and the limited skills of the 14- and 15-year-olds. Child labor laws also figured against this subpopulation. The SDA further estimated that perhaps 15 percent of the youth served by IIB would be picked up by the private sector in the event the program were eliminated: "The 14-15 age group would be eliminated. The older ones probably would also be lost. The types of jobs in the public sector are not available in the private sector."

Two other locally-funded summer jobs programs operate in Milwaukee. **The Milwaukee County Youth Employment Program**, funded with county taxes, placed about 350-400 youth (out of an estimated 2,000 who applied) in nonprofit and governmental agencies. The age range is 14-22, and there is no requirement that the youth be economically disadvantaged; records do not indicate how many are economically disadvantaged. The second program, the city-funded **Milwaukee Guarantee**, placed 225 youth (out of 450 who applied) in public and private entities; 22 firms hired 80 of the participants. This is considered to be a program that matches kids with jobs successfully and finds private firms to be responsive. Just under half the participants in this program are considered to be economically disadvantaged.

The private sector involvement that has been achieved through Milwaukee Guarantee -- only a handful of firms involved -- results from a concerted effort by the PIC to send out information, solicit private sector positions through the Chamber of Commerce, and ask for donations. However, requests for donations have been largely unsuccessful.

Minneapolis, Minnesota

The Minneapolis Employment and Training (E&T) Program, under the Department of Neighborhood Services, coordinates all public-sector programs in the city; students apply through the schools. The Department of Economic Security (Employment Service) subcontracts with the city to do enrollments for IIB and establish eligibility; the city E&T program keeps all the records. The summer programs are funded mostly by JTPA, with some additional funding from the state, the city, and a small amount of private money. There are no significant privately operated programs, or any other public ones outside of Employment and Training. The **Summer Youth Employment and Training Program** enrolled 529 (48 percent) of the 1,102 applicants in summer 1995. Of the 529, 328 (62 percent) were 14-15-year-olds. In addition to the public-sector employment, ten private firms participate in a "magnet" program in which they provide "enhancements," agree to abide by the same rules as the public sector does, and pay the wages of the involved youth -- about half of whom are economically disadvantaged.

It is estimated that 80 percent of the youth in this year's SYETP would not have been able to find summer jobs without IIB. Reasons given for this include an insufficient number of jobs, that youth would not know how to find jobs, that youth generally are not qualified for most summer jobs that are available, and that 14-15-year-olds in particular are essentially unemployable because of lack of work maturity and child labor laws. If IIB were to be greatly reduced or eliminated, the estimate is that only about 10 percent of the youth would be provided for by the private sector. It was noted that many such employers are located in the suburbs, while the disadvantaged youth are in the city center without adequate transportation. Private sector employers surveyed indicated either that they do not have jobs appropriate for summer youth, that economic reasons prevent such hiring at present, or their past experience with youth has been unsatisfactory. The preference of some firms to do their own screening of youth for summer employment was also mentioned. Although the city described a concerted effort to enlist private firms, through the governor's and mayor's jobs programs and the magnet program recruitment, little participation has yet materialized. Promotional efforts by the mayor's office, enlisting of business organizations such as the Chamber of Commerce, pre-referral orientation of youth, public recognition, wage subsidies and tax credits were all mentioned as potentially effective in improving participation. Should IIB disappear, the city would move to provide inducements to the private sector to pick up more than the 10 percent of the jobs estimated earlier as the likely outcome.

Montgomery, Alabama

The SDA that includes Montgomery actually includes 65 of the state's 67 counties and is thus termed a large "Balance of State" SDA that encompasses rural as well as urban areas. SDA-wide data indicate that the **Summer Youth Employment and Training Program** enrolled 6,653 (44 percent) of the 15,000 youth who applied for the 1995 program. Of the youth enrolled, 1,792 (27 percent) were 14-15-year-olds. The state Employment Service also seeks to match youth ages 14-21 with summer jobs. Figures were not available as to the number of youth referred or placed.

The IIB representative estimated that 80-85 percent of the participants would not have been able to find jobs without the program. The primary reasons given were that an insufficient number of jobs were available and that restrictive child labor laws made it harder for youth under 16 to find jobs. An additional reason was the feeling that youth would not know how to find a job.

To date, IIB officials have not seen indications that would suggest that the private sector would be willing to hire IIB participants with their own funds, and therefore concluded that if the IiB program were greatly reduced or eliminated, none would be picked up by the private sector.

There has not been a concerted effort to enlist private firms to provide summer jobs in the city of Montgomery. No other publicly or privately supported summer jobs programs are operating in the city at this time.

New Brunswick, New Jersey

The New Brunswick IIB program, called the **Summer Youth Employment Program**, enrolled 835 out of approximately 1300 who applied (about 64 percent). Of the 835 enrollees, about 80 percent (or 668) were 14 or 15 years old. The IIB program in New Brunswick consists entirely of classroom training, with little actual work experience involved. No state or locally-funded public-sector youth employment programs were identified, and there are no private-sector programs in the city. The consistent theme of the responses in this city was that there are very few jobs available, even for adults.

The IIB Coordinator estimated that none of the IIB youth would have been able to find a summer job without the program, and provided the same zero percent estimate of the number of currently available jobs that the private sector would provide with private sector funding. The Employment Service respondent provided the same (zero percent) estimate of the private sector's ability to replace IIB in providing youth with summer jobs, noting that "this area has never been able to provide many summer jobs." The city's Public Information Officer was slightly more optimistic, estimating a figure of 10 percent. The IIB Coordinator noted that the 80 percent in the program who are 14-15-years of age are virtually unemployable "due to the type of jobs, child labor laws, type of insurance needed by companies, and transportation needed by youth to get back and forth to a job." For the youth 16 and older, the prime reason given was that "there are not a lot of jobs even for adults." Also listed as an important factor was the opinion that youth wouldn't know how to find a job. Youth lack of job qualifications was seen as only marginally important, and bias against disadvantaged youth was seen as unimportant. The Public Information Officer sees lack of jobs appropriate for summer youth and the economic situation as the two most important reasons for the lack of private sector involvement. This official also said that "there was definitely more effort" to enlist private firms in providing summer jobs in 1995. This consisted primarily of a committee composed of private employers and government officials, described as an "across the board effort" with respect to the types of students involved. Results were said to be mixed, with some employers reporting bad experiences with 14-16 year-olds but with others willing "to help mold youth." The job service agency has had little involvement, registering no youth in the summer of 1995 and indicating that there are no jobs in the area suitable for summer youth. Approaches felt by the IIB coordinator to be potentially effective in eliciting greater private sector hiring are the enlistment of business organizations and trade associations in the effort, provision of recruitment, screening, and orientation, recognition of participation, and tax credits.

New Haven, Connecticut

All summer youth employment in New Haven is coordinated through the **Regional Workforce Development Board** (RWDB), operated by the Private Industry Council (PIC) in collaboration with the city administration, the Board of Education, the Chamber of Commerce, the job service, and the Community Foundation. All funding is combined for efficiency. The IIB program, called **Summer Jobs**, enrolled 800 (42 percent) of its 1,925 applicants. Of those enrolled, 450 (56 percent) were either 14 or 15 years of age. Other programs, in combination, enrolled an additional 600, for a citywide total of 1,400 participants in summer job programs in New Haven. Twenty private sector firms participated in the IIB program, serving as co-op sponsors to help promote the program and in some cases providing donations. There are two other public sector programs, one funded by the state and one by the city, both coordinated the Regional Workforce Development Board (RWDB). The State-funded program enrolled 150 youth (about 8 percent of the 1900+ applicants) and the city-funded program enrolled 80 (about 4 percent of the same pool of 1900+ applicants). All participants in both of these programs were considered to be economically disadvantaged youth. The RWDB also coordinated a private-sector program called **Summer Jobs '95**, which enrolled 300 youth, 80 percent of whom are economically disadvantaged, who represented 49 percent of the 615 who applied for this program. Approximately 120 private firms or organizations hired youth under this program.

It is estimated by the IIB management that 70 percent of the IIB youth would not have been able to find a job without this program, and that only 10 percent of these jobs would be provided and funded by the private sector in the absence of IIB. Estimates from the central office are even lower, at 5 percent. The private sector operators also estimate this figure at 10 percent. For those youth in the private-sector program, in which the youth are pre-screened, the private-sector operators estimated that they could place some 70 percent, assuming that the pre-screening process were still in place. The Employment Service director is the least optimistic, predicting that none of the 800 public sector jobs would be provided by the private sector with their own funds. He noted that in New Haven the private sector already contributes some 25-30 percent of the total summer jobs available, with little room for improvement on this number. Reasons given for the pessimism are an insufficient number of jobs, the unemployability of 14-15-year-olds (Connecticut requires age 16 for a work permit), the fact that some employers prefer not to hire disadvantaged youth, and the fact that teen-age and even older youth are in competition with unemployed adults in a depressed local economy. The consensus is that New Haven has made a concerted and relatively successful effort, and has gotten as much as it can out of the private sector.

New Orleans, Louisiana

The Mayor's office in New Orleans initiates all summer youth jobs under one agency, the New Orleans PIC. The New Orleans IIB program is called **The Mayor's Team (Summer Youth Employment Program)**. During the summer of 1995, 4,000 youth applied for the program and 1,500 (38 percent) were hired. Information was not available as to the percentage of youth by age. There are several locally funded programs in the city. One program funded by the City of New Orleans was the **New Orleans Recreation Department Summer Program**. During the summer of 1995, 3,000-4,000 youth applied to this program for jobs, and 1,500 were hired. The program was not limited to disadvantaged youth. There were also some private sector summer employment programs. One such program, run by the Urban League, was called the **Urban League's Summer Youth Banking Employment Program**. Under this program, 150 youth applied for positions and 100 were enrolled in the program. Approximately 50 percent of the youth were economically disadvantaged. The program included a job readiness program that was conducted on two Saturdays. The training centered on proper dress, conflict resolution, and mock interviews. This was considered to be a vital part of the program.

It is estimated that 95 percent of the 1,500 youth hired through the JTPA program would not have been able to find jobs on their own this summer. Among the reasons cited were: (a) an insufficient number of jobs available, (b) youth wouldn't know how to find a job on their own, (c) employers prefer not to hire disadvantaged youth, and (d) 14- to 15-year-olds are not qualified for most of the summer jobs available. Furthermore, if the JTPA program were to be greatly reduced or eliminated only 1-2 percent of the jobs would be provided by the private sector with private sector funding. Some of the efforts that were suggested to elicit greater private sector response would be to have promotional efforts by the mayor, enlisting the help of private business organizations such as the Chamber of Commerce and the Kiwanis Club, providing public recognition to participating firms, and offering wage subsidies. This year, with the full support of the mayor's office, the private sector was solicited to make contributions for IIB jobs. The effort raised $35,000.

New York City, New York

New York City's IIB program serves approximately 32,000 youth out of an estimated 56,000 who applied, and the wages of an additional 3,000 youth are paid for by supplemental city tax funds. About half of the youth are 14 and 15 years old, and the SYETP director believes that these younger participants would be especially hard pressed to find alternate employment in the absence of the program. Overall, it is estimated that about half the participants would, however, be able to find another job if not for the SYETP. Further, about half of the current jobs funded under IIB would be picked up by the private sector, due to the anticipation of a good working relationship between the private sector and government in this effort. There is a **New York City Partnership Summer Jobs Program** that has created a large number of summer jobs for both economically disadvantaged and nondisadvantaged youth. The Partnership has been formed in collaboration with public agencies in the city. The expectation is that in the absence of IIB, this partnership effort could be strengthened in an effort to pick up some of the youth otherwise served by IIB -- though it could not pick up more than half of them, still leaving 16,000 youth without a summer jobs program (largely 14- and 15-year-olds). Partnership records are decentralized and information on numbers of participants was not readily available.

A second private sector program, **Jobs for Youth**, provided 185 summer jobs for the 400 youth who applied in 1995. This program is funded with private and corporate contributions that pay the youths' wages; due to insufficient contributions, more than half of those who applied were not enrolled. While not limited to economically disadvantaged youth and in fact employers don't know who is economically disadvantaged, the disadvantaged were heavily recruited, and about 85 percent of those enrolled were estimated to be disadvantaged.

The Employment Service estimated that about 8,000 youth registered for summer jobs through this agency, which included 4,000 who were not referred on to IIB but were placed in summer jobs with private employers in the area. It was roughly estimated that about 2/3 of the youth hired were economically disadvantaged. Taking together the IIB and private sector positions, it appears that slightly fewer than 40,000 youth are employed through summer jobs programs in New York City.

Private sector coordinators indicated that a number of firms contacted for these private sector programs tend to hire the children of employees rather than program applicants. And the nonprofit organizations who now have IIB participants would not have the financial resources to hire them on their own. General unemployment and intense competition for jobs among immigrants and other adults lower the likelihood that many private firms will hire youth who tend to be served by IIB. Further, it was felt that smaller firms just do not have the resources to hire youth for summer jobs.

Oakland, California

The Oakland **Summer Youth Employment and Training Program** (SYETP) is described as the "one- stop" summer youth employment program in the city. Of 3,500 applicants in the summer of 1995, the SYETP it actually enrolled 995 (28 percent). Of the 995 enrollees, 365 (37 percent) were either 14 or 15 years of age. In addition to the 995 public sector jobs (no IIB youth were working in the private sector), there were 200 private-sector jobs available for youth in the city. The IIB representative noted that the program managers "work together for common intake." No other summer youth employment programs, either public or private, were identified in the Oakland area.

The SDA estimated that 100 percent of the youth in IIB would have been shut out of the job market in the summer of 1995 in the absence of the program. Starting with the 37 percent of the total who were 14 or 15 years old ("employers do not want them"), reasons given were an insufficient number of jobs, the perception that the youth would not know how to find what jobs there were, that some employers would prefer not to hire disadvantaged youth, and that youth are generally not qualified for most of the summer jobs that are available. If the IIB program were to be greatly reduced or eliminated, the feeling in Oakland is that only about 3-5 percent of the youth currently served by IIB would be helped or employed by the private sector using private sector money. It was noted that in 1994 there were 690 private sector summer jobs for youth, and that this year by mid-July there were only 200 -- despite what was considered to be a major marketing effort that included a telephone "blitz," flyers, radio, etc. This was ascribed to an economic decline brought about by such circumstances as base closures and the flight of industry to other states. Firms indicated that, although they have jobs that would be appropriate, they are not hiring for economic reasons. It was thought that some firms prefer to recruit and screen their own employees. In most cases, any reluctance to hire youth for any available jobs is based on skill levels rather than on economic disadvantage. The respondents believe that the enlistment of business organizations, the recruitment, screening and orientation of youth, and public recognition for participation in hiring of summer youth are already being accomplished. The most promising approaches, in their view, consist of increasing promotional efforts by the mayor's office, providing direct incentives such as wage subsidies and tax credits, and actually creating new jobs that would be suitable for youth.

Oklahoma City, Oklahoma

Summer youth programs in Oklahoma City are operated under the mayor's office, and the mayor's private sector youth coordinator responded for the IIB program, the private sector component, and the central office. The IIB program, entitled **The Mayor's Summer Youth Employment and Training Program**, had 776 applicants for the summer of 1995, of whom 546 (70 percent) were actually enrolled. Of the enrollees, 354 (65 percent) were in the 14-15 age bracket. The mayor's office also sponsored a private-sector program consisting primarily of a job fair and followup information on the hiring that resulted. This program, in which an estimated 80-90 companies participated (some giving financial backing, the others hiring youth), employed 267 youth. At least 37 of these youth were said to be disadvantaged, although this portion of the program was actually geared more toward the non-disadvantaged. The Oklahoma Employment Security Commission has a youth employment task force to try to increase the number of jobs available for youth. The task force operates a program called **Making the Grade**, using talk radio, presentations to such organizations as the Lions and Kiwanis, and word of mouth to enlist private establishments in helping youth make the transition from school to work. Task force representatives also go into the schools and offer after-school workshops. They participate in the job fair, and operate a class for job skills. Between the SYETP and the activities of the Employment Service, a total of more than 800 youth had summer jobs in 1995 in Oklahoma City through these programs.

The IIB coordinator estimated that 95 percent of the IIB youth would not have been able to find a summer job without the program. The mayor's private sector coordinator estimated that only 25-30 percent of the youth in that program would not be able to find jobs on their own. Noting that about 2/3 of the public-sector youth are in the 14-15 age bracket, whom "employers generally will not hire," the IIB coordinator also listed an insufficient number of jobs, the view that youth would not know how to find a job, and transportation as reasons for her 95 percent estimate. In the opinions of the youth coordinator (speaking for both the public and private sector programs) and the Employment Service representative, the private sector would not be likely to pick up any of the youth currently served under IIB, should the program be eliminated or greatly reduced. Reasons range from the lack of job skills and readiness of the youth to the fact that the economic market cannot absorb the extra youth. In the private sector they would be competing with adults and college students.

Omaha, Nebraska

Omaha's private sector is an active partner in providing summer jobs for youth. **The Omaha Job Clearinghouse (OJC)** was one of the 15 partnerships funded nationally under the School-to-Work Opportunities Act for 1994-95. School-to-Work components include work-based learning, school-based learning, and connecting activities. Within the work-based learning element is the JTPA Title IIB program, called the **JTPA/Summer Youth Employment Program**. One thousand seventeen youth applied to this program for the summer of 1995, and 760 (75 percent) were enrolled. Four hundred seventy-two (62 percent) of these enrollees were age 14 or 15. Under a separate JTPA program, 77 youth (all who applied) were provided summer jobs and internships in such institutions as banks. OJC also sponsored a summer program operated by Metropolitan Community College that placed 525 (75 percent) of its 700 applicants in summer jobs with a total of 320 private firms. The OJC is described as the only school-to-work transition program in Omaha, and all summer youth employment in the city is handled through the programs listed above, with the exception of the Job Service (Employment Service), which between March and early summer had placed 120 youth in mostly part-time jobs that they keep during the school year with reduced hours. In sum, between the public and private sectors of Omaha's summer job programs, almost 1,500 youth were employed in 1995.

The OJC noted that it has found employers receptive, because of the "OJC partnership with 7 other organizations, because of its comprehensive pre-employment training, and its outstanding reputation."

The OJC director estimated that at least 80 percent of the youth in the IIB program would not have been able to find jobs without the program. Several reasons were given. First, for the 62 percent who are under 16, they are not considered to be qualified for most available summer jobs, and they would be unable to find transportation to the jobs. For the older youth, it appears that there an insufficient number of jobs, youth wouldn't know how to find them, and they are still thought generally to lack qualifications for them. The SDA was estimated that if the IIB program were cut, 2 percent or fewer of those served by the program would be picked up by the private sector. It was noted that "the vast majority of the actual jobs are with non-profit agencies. If the private sector was going to support these jobs, they would be doing so." However, the private sector program operator estimated that perhaps 20 percent of the youth would be picked up by private firms. The Employment Service estimated the percentage at 4 percent, commenting: ""There is no way the private sector in Omaha will pick up the slack from JTPA. It (JTPA) is the engine that powers the opportunity for youth to get into the work force.""

Philadelphia, Pennsylvania

About 12,000 youth are employed through the public and private sector summer jobs programs in Philadelphia in 1995, both administered by the Private Industry Council of Philadelphia. The mayor is chairman of **Phil-a-Job**. This comprehensive program of employment for youth is publicized by the Chamber of Commerce, making for a broad-based effort in this city.

The IIB program, also called **Phil-A-Job**, received 20,000 applicants and enrolled about 10,000, of whom 4,000 are 14- and 15-year-olds. The SDA estimated that 85 percent of IIB participants would probably not be able to find another job. The main reasons cited include an insufficient number of jobs in the city, the perception that employers prefer not to hire disadvantaged youth, and lack of qualifications among the 14- and 15-year-olds. The SDA commented that these youngest youth need the orientation to the labor market and skills in finding a job that the IIB program furnishes. It was further estimated that fewer than 10 percent of the IIB youth would be picked up by the private sector should IIB be eliminated, largely because the pool of private sector jobs and the level of involvement on the part of the private sector have been dwindling over the past 3 years.

Two private sector programs, the **Greater Philadelphia Urban Affairs Coalition** and the **Foundation Collaborative**, provided a total of about 600 summer jobs with private employers in 1995 -- among more than 2,000 who applied for them. Private sector initiatives are geared toward ages 16-21. The first program is affiliated with Phil-A-Job, shares its name, and places youth who qualified for IIB or who just missed the eligibility criteria, so all of the 200 youth enrolled are considered economically disadvantaged. About 70 firms were involved, and one large bank hired 39 of the youth. The coordinator felt that firms contacted have been reluctant to hire youth under this program; in general, it was estimated that fewer than 10 percent of youth served under IIB would be picked up by private firms. The Collaborative program, funded by two foundations, served 404 participants who are going into 11th or 12th grade or are college students. The youth, who are considered to be economically disadvantaged, were placed in 187 firms and were matched according to career interests. The firms contacted for this program tended to be responsive, as it is a career-oriented program for older youth.

Pittsburgh, Pennsylvania

The **Pittsburgh Youth Employment Alliance** is a county-wide coalition formed in 1994 to create a coordinated approach to youth employment. The alliance, operating through an entity called the **Pittsburgh Partnership**, has begun job-readiness training and involved the schools in the process. The Alliance operates **Youthworks**, the only summer youth employment program in the Pittsburgh area. **Youthworks** in 1995 had 1,600 applications to the IIB program, of whom 850 (53 percent) were actually enrolled.

The manager of the program estimated that 75 percent of the youth enrolled in the SYETP would not have been able to find a job this summer without the IIB program, citing an insufficient number of jobs and the fact that employers prefer not to hire disadvantaged youth. If the IIB program were to be greatly reduced or eliminated, the estimate is that only 20 percent of the jobs would be provided by the private sector. A primary reason for this is that the private sector employers do not yet understand the problem of unemployed youth. The Alliance chairperson estimates that only 10 percent of the jobs would be replaced, citing the fact that most of the youth in IIB are 14-15-years-old and not eligible for work permits and that employers in Pittsburgh just don't have enough jobs for youth. He also noted that some employers have indicated that they are not hiring this year for economic reasons, some prefer to recruit and screen their own youth employees, and some have had past unsatisfactory experiences with this or similar programs.

The Employment Service representative noted several trends that inhibit summer hiring of youth: (1) very few employers in the area now designate jobs as "summer" jobs any more; traditional fast food and retail jobs are available year-round for those who want them; (2) large seasonal employers (e.g. amusement parks) do their own recruiting; (3) as private employers move to the suburbs, the transportation system is inadequate to move inner-city youth to the suburban malls etc. where the jobs increasingly are; (4) the increasing use of temporary workers creates a trend away from creating summer jobs; and (5) increasingly, summer jobs in the private sector seem to be obtained through networking or relatives. It was also noted that competition is tight in Pittsburgh, job growth in the region overall is slow, and youth are competing with older students. Promotional efforts by the mayors office, involvement of such agencies as the Chamber of Commerce and trade associations, recruitment and pre-screening and orientation of youth, public recognition for participating companies, and wage subsidies are all seen as potentially effective approaches in eliciting greater private sector hiring of economically disadvantaged youth in Pittsburgh.

Portland, Oregon

The **Private Industry Council** (PIC) of Portland operates all of the summer youth programming for Portland and the two adjacent counties. It summer program is called **Summer Youth Employment Program**. In addition to JTPA federal money, PIC receives approximately $300,000 directly from the city and approximately $100,000 from the Water Board, plus small amounts from other sources. There are no other summer programs in the area, either public or private. All of the public agencies that participate do so through PIC funding passthroughs; PIC contracts with 20 private contractors to work with a few youth each (special populations), also with PIC passthrough funding. The PIC also operates the II-C program year-round and operates a **Youth Employment Partnership** with the **Urban League** and an immigration program called **Impact** as a team to fill unsubsidized jobs. They also place a few experienced youth in private sector jobs, after they have been in IIB/II-C long enough to have developed strong skills. There is a substantial mix of funding and services in Portland, all under PIC implementation.

The **Summer Youth Employment Program** in 1995 enrolled 1,000 youth (57 percent) of the 1,750 youth who applied. Approximately half (500) were 14-15-years-old. Fifty private firms participate in a limited-internship program with 50 youth age 16 and older (one to a company) in which IIB pays the wages.

The PIC estimates that 75 percent of the enrolled youth would not have been able to find a summer job without the IIB program. They noted that the half who are 14-15-year-olds are "unemployable" because they lack work experience, child labor laws are restrictive, and "employers just don't want them." It is felt that many of the older youth don't know how to find a job, are not qualified for some summer jobs, are in the wrong location, or are victims of "community attitudes toward ethnic diversity and handicaps." It was also noted that "there are not comparable jobs in the private sector," and that "there must be an intermediary to match youth and employers." Except for the firms that are affiliated with PIC, there has not been a concerted effort to enlist private firms generally. Firms that have been contacted are seen as reluctant to hire youth because of a perception of job immaturity, particularly those who are economically disadvantaged. Economic reasons are also cited for reluctance to hire. The PIC believes that providing recruitment and screening of youth, providing orientation of youth prior to referral, and providing wage subsidies would be the most promising approaches in eliciting greater private sector involvement in summer jobs.

Rochester, New York

Some 500 youth are served by summer jobs programs in Rochester. Rochester's IiB program, the **Summer Youth Program**, served approximately 350 of the 550 youth who applied for positions in 1995. Because there were only a limited number of positions that could be filled, and because it was felt that there would be transportation barriers for 14-and-15-year-olds, few applications were given to this age group.

An additional 150 students were served through the locally-funded *Mayor's Summer Youth Program*. This program has three components: The **Community Conservation Corps** provided positions for 80 city residents ages 16-22. The **Summer Scholar Program** was a competitive program based on grades. Fifty students ages 16 through 22 with a minimum cumulative average of 2.0 were hired through this program. The third program, **The College Junior Internship**, served 20 students who had completed at least two years of a bachelor's degree program. These students were hired as paraprofessionals or given job internships. A state-funded program operated by the Urban League of Rochester, which had been operational for the last 12 years, was cancelled this summer. The program is usually a year-round program with a special summer component. However, because of a 19 percent cutback in funding, the decision was made to cancel the summer program.

It was estimated that about 70 percent of the 350 participants in the IIB program would not have been able to find a summer job without the program. Among the reasons cited were restrictive labor laws for 14- and 15-year-olds, and a lack of transportation to worksites.

The Mayor had contacted many of the large businesses and the Chamber of Congress to enlist summer jobs for youth. However, the efforts were thought to have been unsuccessful. The main reason cited was that jobs in the Rochester area tended to require more technical skills. The SDA estimated that if the IIB program were to be greatly reduced or eliminated, fewer than 5 percent of the IIB jobs would be provided by the private sector with private sector funding.

San Antonio, Texas

The **Alamo Summer Youth Employment Program** (the IIB program) serves 3,070 youth out of an applicant pool of about 4,000. Forty-four percent of the participants are 14 and 15 years old. About 45 of the youth participate in limited internships in private firms affiliated with the IIB program. The SDA estimated that about 85 percent of the participants in general would probably be unable to find another job in the absence of the program. The foremost reason was that 14- and 15-year-olds are not qualified for most summer jobs that are available. Further, it was estimated that only 10 percent of the IIB jobs would be taken up by private firms if the IIB program were greatly reduced or eliminated. A key reason suggested was that these youth would be in competition with large numbers of non-disadvantaged youth for private sector jobs.

There are no other city- or state-funded summer jobs programs in San Antonio, nor is there a private sector summer jobs program. There has not been a concerted effort to recruit private firms for summer jobs. The local Employment Service is not involved in referring youth for summer jobs specifically.

San Diego, California

San Diego's **Hire a Youth Program** is the comprehensive program combining public and private sector summer jobs for youth in the city. The Hire a Youth campaign includes the appointment of campaign chairpersons who are high-level corporate executives or community leaders (for example, the National Teacher of the Year; the vice president of a large temporary employment agency); public service announcements on radio and TV; two waves of mass mailings; and photos of students who are "ready for work" that are compiled as newspaper inserts. The campaign has met with only limited success in boosting the 3,600 positions funded under IIB, and a large gap remains, as about 10,000 youth applied for the Hire a Youth program.

About half of those employed through IIB funds are 14 and 15 years old, and while an estimated 90 percent of all the youth would probably not have another job in the absence of IIB, 14- and 15-year-olds would be especially hard hit. The primary reasons include an insufficient number of jobs in the area, the perception that these youth would not know how to find a job on their own, and employers' concerns about insurance and liability for 14- and 15-year-olds. The SDA cited a very sluggish economy in estimating that only 15-20 percent of those served by IIB would be picked up by the private sector if IIB were to be eliminated. Also there was an anticipated lack of supervision available for the youth due to companies' downsizing. The 15-20 percent who would be picked up would be "because the employer is buying into the need to hire youth" as a civic responsibility.

Santa Clara County - San Jose, California

The Santa Clara County SDA, covering the City of San Jose and Santa Clara County, serves some 1,500 youth in the SYETP, a quarter of whom are 14-15-year-olds, out of a total applicant pool of 1,700. There is no private sector involvement with the IIB program and no other program that enlists private firms to hire youth for the summer. Nor is there another publicly funded summer jobs program in the locality. The local Employment Service does register youth for summer employment. In 1995 the ES registered 3,500 youth who wanted summer jobs, referred 3,000 of them to jobs -- and 800 were actually placed in summer jobs, all of them with private firms. Of those hired, the ES estimates that about one-third were economically disadvantaged. In sum, about 2,300 youth were employed in summer jobs through programs, of whom more than 75 percent were economically disadvantaged. Eight hundred of the jobs, or 35 percent, were with private firms referred to by the Employment Service.

The SDA estimates that 95 percent of the IIB participants would have been unable to find summer jobs without the IIB program, for the key reasons that "kids this age don't know how to look for a job," and they are not qualified for most summer jobs available, particularly 14-15-year-olds. If the IIB program were to be greatly reduced or eliminated, the IIB and ES representatives thought that fewer than 5 percent of these participants would be hired by the private sector: "There's just no reason why a private for-profit employer would want to hire an age 14-16 unskilled youth. There's just nothing in it for the employer." It was felt that providing visibility for firms (awards, media exposure) and especially wage subsidies would be effective in eliciting greater private sector hiring of summer youth.

San Francisco, California

Taking together the IIB program, a private sector program, and the Employment Service, about 3,600 youth in San Francisco are employed through summer jobs programs in 1995. Seventy-five percent of those jobs are IIB-funded and serve economically disadvantaged youth. The considerable level of private sector involvement results from concerted efforts over the past several years on the part of the Mayor's Office.

Some 4,000 youth applied to the SYETP, and 2,715 were enrolled in 1995, 45 percent of whom were age 14 and 15. The SDA felt that 90 percent of these youth overall probably could not get another job in the absence of this program. In particular, 14- and 15-year-olds lack the skills, training and experience that 18-year-olds might have. The other key reason is an insufficient number of jobs available. It was estimated that only 5-10 percent of the youth served in IIB would be picked up by private entities if IIB were eliminated. Companies are downsizing staff and undergoing cutbacks in expenditures, and are not willing to spend either the time or the money to train young people.

The private sector youth employment program, **Jobs for Youth**, serves half the number of youth in the IIB program, and does so year-round; it is not just a summer jobs program. Nor is it limited to economically disadvantaged youth; perhaps 40 percent of the 590 youth who have jobs (over the year) in this program are economically disadvantaged. Despite a concerted effort to enlist private firms in helping youth to be employed ("We put out 26,000 mailers to businesses and used newspapers, radio and TV as well to support hiring the youth of San Francisco," noted the private sector coordinator of the Mayor's Office of Children, Youth, and Families), the response, while positive, is not nearly enough to fill the existing gap, let alone the gap that would result from the elimination of the IIB program.

The official from the Mayor's Office of Children, Youth, and Families expressed two major factors underlying the private sector's inability to fill the gap:

> "Every year we have set out a targeted number of jobs that we want to get for kids in the private sector -- the jobs we need in addition to the IIB jobs. And the private sector has made a significant contribution. But we have not been able to meet those targets. It's been extremely difficult, and we have not been able to generate those jobs. So we have a much greater demand

for jobs than we have been able to deliver. I imagine that this will continue. Since we have not been able to do it in past years, the expectation that we would be able to find 2,400 more jobs or even 200 more jobs to cover kids who used to be covered seems unreachable to say the least."

"We are talking in many cases about 14- and 15-year-olds, young people who have no job experience or limited job experience. This is their first job. These are young people who don't understand necessarily what it means to have a job. Title IIB really is a training area for all these young people. It teaches them about the world of work, and has expectations that they are going to need work. In those situations, those young people are not going to be as competitive. They need to have experience so they can be competitive in the job market later on. A lot of private employers are not going to deal with 14- and 15-year-olds. They're not going to want people for whom this is their first job. They want someone who can walk in and do the job. They don't want to commit a lot of resources."

An official of the ES, which filled job orders for 350 summer youth (80 percent of them private firms), stated: "If the (IIB) funds are eliminated, these (disadvantaged) youth will be on the streets with idle hands, and we all know what that can lead to. Employers in the private sector cannot and/or will not make up the difference. So do we then spend the money on jails and prisons?"

Seattle, Washington

The City of Seattle **Summer Youth Employment Program (SYEP)**, operated in conjunction with the Seattle-King County Private Industry Council (PIC), enrolled a total of 708 youth in the summer of 1995, representing a total of 49 percent of the 1,450 applications received. Forty-four percent of the enrollees were in the 14-15 age bracket, and 67 percent were 16 or under. Of the 708, 450 were PIC-enrolled, 231 non-PIC but public sector, and 27 were in private sector positions. There were 17 businesses participating in the SYEP this summer, providing the 27 jobs noted above. The SYEP is the only public-sector summer jobs program in Seattle. There is one totally private-sector program, operated by the SeaFirst Bank, in which 18 youth were hired (out of the 50 applicants). All of these students, as in the public program, were economically disadvantaged.

The SYEP coordinator estimated that 75 percent of the enrolled youth would not have been able to find jobs without the IIB program, listing the unavailability of jobs, the inability of youth to find the jobs, the reluctance of employers to hire these youth, the lack of qualifications of many of the youth for private sector jobs, and the total unemployability of the 14-15 age youth as very important factors. An added concern over the potential absence of IIB was the fact that youth would not receive summer education enhancement. Only 3-4 percent of the jobs under IIB would be provided by the private sector, according to the coordinator. This response was based on the experience since 1992 with the private sector employment component called **Youth Opportunity Internships** (the 27 youth mentioned in the first paragraph). The response is based on SYEP's experience and knowledge of the local businesses and the economy. The Employment Security department provided three major reasons why the private sector cannot be expected to fill the gap: (1) perception--the term economically disadvantaged youth does not provide employers with a positive impression; they think of problem youth; summer youth programs, to many of these corporations, means children of employees or youth referred to them by community leaders; (2) mismatch of skills -- technology in today's workforce is beyond the skill level of new temporary/summer entrants into the workforce. The private sector has very few job classifications for unskilled workers, and for those under 18 the child labor laws restrict what they can do; and (3) the economy -- the local economy has been affected by timber and foreign trade issues, and the economy in the area is generally soft. The private sector said to be operating on very lean work forces, without the financial capacity to hire a larger work force, much the less summer youth. Increasing private sector hiring would require combining every available approach, it was felt, from promotion at the mayor's office to the provision of such inducements as wage subsidies and tax credits.

St. Louis, Missouri

Summer job programs for youth in the city of St. Louis come from two primary sources: the JTPA IIB Program and a private sector internship program administered by the St. Louis Public Schools Law and Citizenship Education Unit. Together they served about 1,800 youth in summer 1995. The programs are geared specifically to economically disadvantaged youth.

The JTPA IIB program in 1995 had 1,531 applicants and enrolled 1,012. Approximately half of these youth were 14-and-15-year-olds. The SDA believed that this age group typically has a more difficult time finding jobs, due to the child labor laws in the state. Businesses also tend to perceive youth of that age as being unqualified for most of the available summer jobs.

Officials at the SDA estimated that perhaps half of 1995 enrollees would have been unable to find jobs without the IIB program -- in particular the younger youth. Two primary reasons for this were the child labor laws and an unwillingness on the part of employers to hire disadvantaged youth. Other significant factors include an insufficient number of available jobs; a lack of knowledge on the part of the youth as to how to find jobs; and a lack of qualifications among the 14-and-15-year-olds.

Based on past experience in trying to solicit businesses to provide jobs for the IIB Program, the SDA estimated that only 10 percent of the current SYETP participants would be sustained or hired by the private sector using their own funds. In 1995, 14 area firms participated in the effort, by either giving money to hire youth at JTPA sites or hiring them at their own firms. The following approaches were believed to be effective in eliciting private sector participation:

1) Promotional efforts by the Mayor's office;

2) Enlisting businesses in job development and promotional efforts;

3) Providing recruitment and screening of youth; and

4) Providing orientation of youth prior to referral.

The Mayor's office has been trying to involve the private sector in providing jobs for those youth whose income levels render them ineligible for the IIB program. These youth were referred to the private sector job program whenever possible. SDA sources indicate that private firms generally are somewhat cautious about hiring disadvantaged youth, due to a perception that these youth are "uncontrollable and uneducated." Typical reasons stated for businesses' reluctance were that they did not have appropriate jobs or that they preferred to do their own recruitment. It was felt that businesses need to be convinced that disadvantaged youth are "not all alike" and are seeking an opportunity to be productive.

A private sector program, sponsored by the St. Louis Public Schools Law and Citizenship Education Unit, hired 310 youth in 1995. This was from a pool of 1,200 applicants nominated by principals and youth agencies. Known as the **St. Louis Internship Program**, this program is limited to economically disadvantaged youth, those who were eligible for free lunches. Applicants also needed at least a "C" average. Two hundred fifty private firms and organizations participated in this effort; firms were in the fields of law, banking and finance, and accounting. It was estimated that 70 percent of these youth would have been unable to find summer jobs without the program. Further, the program director felt that almost none would have been able to secure jobs of this caliber.

The Employment Service representing St. Louis and its surrounding areas registered approximately 2,000 youth age 14 to 21 in the summer of 1995. However, once registered, data on youth are not identified for summer-only employment versus job openings in general. The ES does some pre-screening and certification for the JTPA. Some youth are referred to JTPA, others receive minimum screening for other positions. Actual placement figures were unavailable at this time due to the need to collect information from 10 ES offices in the area.

Tampa, Florida

Tampa has a large private sector summer jobs program that in 1995 employed many more youth than did the public sector program. There were two primary sources of summer jobs for youth in Tampa this summer, and they operate in partnership: the IIB program, known as the **Tampa Summer Jobs Program**, and a private-and-public sector program called the **Summer Jobs Campaign**. The IIB program in 1995 had 2,050 youth apply and enrolled 721. The Summer Jobs Campaign had 10,293 applications and enrolled approximately 8,964 youth. The Campaign included public and private sector jobs/projects as well as both paid and volunteer opportunities.

Approximately 80 percent of the youth who applied for the IIB program were 14-15-year-olds. This sector of the youth population was said to have more difficulty obtaining jobs because of employers' difficulty in obtaining insurance for those under 16. In contrast to this, Tampa appears to have a number of entry level positions, especially in the fast food industry, available for youth 16 and over who wish to work. It was stated that jobs with career development potential are typically not available outside of the IIB program.

SDA sources estimated that probably all of the 14-15-year-olds enrolled in IIB would have been unable to find a summer job without the program; 16-year-olds would have some problem; and 17-year-olds on up would be likely to find another job. The primary reasons for difficulties, especially for younger youth, were as follows:

1) The youth would not know how to find a job;

2) The youth are generally not qualified for most of the available summer jobs; and

3) The 14-15-year-olds are not qualified for most of the available summer jobs.

It was also estimated that only 20 percent of those served by the IIB program would be sustained by the private sector with private sector funding if the IIB program were cut. A significant reason for this is that many of the youth enrolled under IIB are younger, with limited transportation, and unprepared for the work world.

There are currently no other state- or locally-funded summer jobs programs for youth in Tampa. However, the **Summer Jobs Campaign** is a major public and private sector program, sponsored by the **Mayor's Committee on Youth Opportunities**. This program is not limited to the economically disadvantaged; approximately 25 percent of those hired (2,219) fell into that category. The Mayor's Committee representative thought that approximately 90 percent of the youth hired would have been unable to find a summer job without this program.

Toledo, Ohio

Close to 3,000 summer jobs were provided through Toledo's publicly and privately sponsored summer job programs in 1995. The Toledo **Summer Youth Employment and Training Program** enrolled 1,250 youth (43 percent of the 2,900 applicants) in its 1995 IIB summer program. Of the 1,250, 780 (62 percent) were in the 14-15-year age bracket. There were 26 private firms participating in this program, providing contributions to support the cost of wages, direct hires of youth, and such in-kind services as public relations assistance. In addition to IIB, the **Toledo Youth Commission** ran a city-funded program which enrolled 1,400 youth (70 percent of the 2,000 who applied) in both public and private sector jobs. 60 percent of these youth were considered to be economically disadvantaged. Approximately 50 percent (or 700) of these jobs were in the private sector, in 63 private firms. The **Toledo Area Private Industry Council** (PIC) operated a private sector program that provided 240 jobs (25 percent of the 960 applicants) in 27 private firms or organizations.

It was estimated that 80-85 percent of the youth in the IIB program would not have been able to find a summer job in the absence of the IIB program. Representatives of all three program areas listed above were consistent in their estimate that only 10 percent of the currently available jobs would be provided by the private sector with private sector funding. Reasons given include the opinion that youth would not know how to find such jobs, some employers would not want to hire disadvantaged youth, and that the large number of 14-15-year-olds are not qualified (or in many cases even eligible) for such jobs. Employers are seen as unwilling to train young workers, perceiving a lack of job readiness skills, and it is felt that youth would be displacing older workers. A majority of those firms contacted indicated they had limited resources for participation in the 1995 programs. The Employment Service also noted that lack of transportation to job areas is a significant factor in the lack of participation, as is the extent of unionism (extending even to such areas a social services) in the Toledo area.

The city's Director of Youth Services indicated that there has been a concerted effort in 1995 to enlist private firms in providing summer jobs for youth, citing an almost five-fold increase (from 56 to 240) private sector jobs in the portion of the program operated by the Private Industry Council. It was believed that further improvement in this area will require greater promotional effort from the mayor's office, the cooperation of business organizations such as the Chamber of Commerce, provision of recruitment, screening, and orientation of youth (in short, the continued existence of some sort of intermediary organization), public recognition of participating companies, and such direct incentives as wage subsidies and tax credits.

Wilmington, Delaware

Much of the summer youth job program activity in Delaware is organized at the state level. State-level organizations in Delaware that take part in this effort include the Delaware Private Industry Council, the Delaware Workplace Development Council, and the Division of Employment and Training in the state's Department of Labor.

In Wilmington, several local entities participate in summer youth job programs. The mayor's office is active through its **Wilmington Employment Corps**, which made available 175 summer jobs in the private sector this summer, and through coordination with the IIB program and with a separate state-funded program that employed 80 Wilmington youth this summer. Adding the approximately 500 participants in the IIB program, Wilmington summer job programs probably served more than 700 youth in summer 1995.

The IIB representative estimated that of those enrolled in the program, 90-95 percent would not be able to find a summer job without the program. This is largely because 9 out of 10 participants are 14-15 years old. "Businesses prefer college students, especially those with work experience. Summer jobs tend to be in retail, restaurants, or beach/shore oriented." It was further estimated that if the SYETP were eliminated, the private sector might be expected to pick up 20 percent of the IIB participants; due to active efforts by the mayor, local employers are aware of a responsibility to help youth, and a number of establishments have been responsive. For example, a number of private businesses participate in the PIC-administered IIB program itself. However, the IIB official cautioned that Wilmington's chemical companies are laying off workers and are not motivated to train new workers. And, as a Wilmington Employment Corps official noted: "Businesses are not philanthropies."